March 1980

DEGREES OF DIVERSITY

Off-Campus Education in California

California
Postsecondary
Education
Commission

California Postsecondary
Education Commission

Resolution 8-80

Approving
Degrees of Diversity: Off-Campus Education in California

WHEREAS, The Budget Act of 1978 directed the California Postsecondary Education Commission to:

> . . .define and study the various kinds of extended education with particular emphasis on degree oriented programs. Such study shall address questions of access, support, student needs, and quality.

and

WHEREAS, The Commission has received and reviewed the report entitled, Degrees of Diversity. Off-Campus Education in California, and

WHEREAS, The report has also been reviewed by the segments of higher education and by the Commission's Technical Advisory Committee on Off-Campus and Extended Degree Programs; now, therefore, be it

RESOLVED, That the California Postsecondary Education Commission approves and transmits this report to the Governor, the Legislature, and other appropriate officials

Adopted
March 17, 1980

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CHAPTER 1

INTRODUCTION

For over a century, there has been a commonly held understanding of the meaning of higher education in the United States Prior to 1968, most people would have defined higher education as an activity that involved the transmission of knowledge from the old and the wise to the young and the inexperienced, in ivy-covered settings called "campuses " The method of transmission was in the form of lectures and seminars in an environment removed from the pressures and exigencies of the larger society It was imperative, according to the traditional wisdom, to remain isolated from the affairs of the world since higher education was devoted to the life of the mind and to rationality, logic, and the scientific method--skills and methodologies that could only be developed in quiet detachment Additionally, the colleges and universities of the nation, especially those known as "elite" institutions, were engaged in the critical function of developing new national leadership, a function which required the transmission of traditional values and attitudes and often the presence of both wealth and youth

With the advent of the 1960s, American society began to change in the direction of greater economic and social pluralism. Many groups, especially ethnic minorities, began to demand a larger share of the country's material wealth. Groups from blue-collar workers to the elderly, from women of every social class and economic status to clerical workers, began to demand upward mobility. Many of them saw the educational system as the vehicle for that mobility, and for those with that perception, the institutions of higher education began to make accommodations.

In California, that accommodation found its first expression in the formation of the Master Plan Survey Team, which produced the now legendary Master Plan for Higher Education in California, 1960-1975. That plan, which became largely codified in the Donahoe Higher Education Act of 1960, called for an arrangement whereby the predicted phenomenal growth of the 1960s could be accommodated. It is interesting to note that there was such universal consensus on the purposes and goals higher education should pursue, especially in light of later events. There was virtually total agreement that education should take place on a campus, that it should be directed towards the 18-to-24 year age group, and that it should eventually culminate in the awarding of a degree. Accordingly, the growth of the past two decades was served by the building of new and very expensive campuses, including three for the University of California, six for the California State University and Colleges, and no less than forty-two for the Community College system.

There is no question that California has achieved a national reputation for both educational quality and universal access that is unequaled and undisputed. No state can boast of a greater number of institutions or of more diversity among them For that reason alone, it may appear curious that there has also been an extraordinary growth in educational offerings at locations removed from campuses Although it is difficult to identify an exact date when this growth began, most place it around 1970, and there can be little doubt that it has been astounding, even by the standards of the 1960s.

Off-campus education, however, is new only in terms of its size and diversity; it is not new in conception. Daniel Perlman has noted

> At the same time, however, there existed a shadow world of higher education that did not share the assumptions of the . (Traditional) . . ideal nor the bureaucratic constraints under which that ideal was carried out--a world where there were older students as well as youth, where learning could be acquired at home or nearby, in units not necessarily related to an academic term, and by various means in addition to the classroom lecture This was a shadow world because it lacked prestige, identity, or acknowledgement; for the most part it had inadequate financial support. The activities, programs, faculty and students of this segment of higher education occupied a peripheral, second-class status. They were assumed to be of marginal quality and often were. Many institutions seemed to take pains to conceal these programs from their regular students and faculty, as if embarrassed about them These programs did not become part of the collective memory of higher education; they were generally not written about, widely referred to, or built upon. Many interesting, successful, and significant experiments went unheralded Only rarely were they copied or used as models. This was the educational nether-world of correspondence courses, home study departments, extension programs, public service activities, evening courses, and the like. This component of higher education acted on the belief that education really should be a life-long endeavor, that opportunities for learning should be arranged for the convenience of students rather than of institutions, and that colleges and universities should be part of, not removed from, their communities. More often than not, however, these programs and activities did not carry academic credit or award a degree for such nontraditional activities so far removed from the ideal of what higher education should be about 1/

If this was the "shadow world," then the world that cast that shadow consisted of the major research universities in its ideal expression, and of campuses, full-time professional faculties, young students and the lecture mode in a diluted definition. In recent years, however, if that world has not come under direct attack as elitist and culturally biased, it has certainly found increasing competition from educators who believe that all subjects are educational and that all persons, regardless of circumstance, age, or financial status, should be able to participate in an instructional process. Terms like "extended education, extended degree programs, off-campus instruction, life-long learning, non-traditional education," among others, are not only used more frequently, but are also taking on greater meaning as these alternative forms become widely accepted.

It is undoubtedly a truism that all social movements or cultural phenomena, if sufficiently strong, eventually attract the attention of legislatures and that of off-campus education and extended degree programs are no exception As the commitment of California's public institutions, particularly the State University and the Community Colleges, to off-campus education has increased, greater amounts of public funding have become involved. The Legislature's legitimate concern with the prudent use of that funding led to the following directive.

> The California Postsecondary Education Commission, in cooperation with the University of California, the California State University and Colleges, the California Community Colleges, and the independent institutions shall define and study the various kinds of extended education with particular emphasis on degree oriented programs. Such study shall address questions of access, support, student needs, and quality. 2/

The first need in developing research for this topic was to establish appropriate limits. The subject of extended education is so large, so diverse, and so complex that, given the time available, any attempt to study it all would render the project totally unmanageable. To meet this need, a Technical Advisory Committee was formed (Appendix A), consisting of representatives from each of the four segments, the Department of Finance, the Office of the Legislative Analyst, and the Western Association of Schools and Colleges. Through the deliberations of this group over the course of 1979, the parameters of the study were defined and its focus narrowed.

Some of the subjects that have not been discussed included the area of educational programs offered by out-of-state institutions in California, as well as programs offered by the California segments

outside of the State. This is a very broad subject and it was decided that adequate treatment was beyond the time constraints imposed by the Legislature. Further, the legislative charge did not include a directive to discuss this particular subject, one which will be dealt with by the Commission in other reports to be completed in the near future Similarly, analyses of such areas as the University of California's major research facilities at Livermore and Los Alamos, among others, as well as special activities like instructional television consortia, were determined to be outside the scope of the present effort The resulting study deals directly with the specific charge of the budget language--degree programs and the issues of "access, support, student needs, and quality "

Although the term "extended education" does not necessarily mean education conducted at a location removed from a campus (it could just as easily include an on-campus course offered by University of California Extension, for example), it is associated primarily with off-campus locations. Additionally, most of the analysis deals with the State University although there is considerable discussion of the other segments, especially the Community Colleges. By and large, little attention is given to extended education at the University of California since that institution's efforts in the extended degree area are being terminated and most of its activities in the area are administered by University Extension, which is self-supporting. It is for similar reasons that the independent segment of California higher education has been the recipient of a form of benign neglect. Although this segment is heavily engaged in off-campus activities, State funds are only indirectly involved, if at all. Accordingly, the report contains only one recommendation relative to the independent sector, one which involves jurisdictional questions vis-a-vis the public segments.

When the Commission was created in 1973 through the passage of AB 770 (Chapter 1187, Statutes of 1973), there was already a considerable amount of off-campus activity throughout the State, enough to warrant the inclusion of a mandate to maintain an inventory of off-campus locations and programs. The first of these inventories was completed in 1975 3/ and showed the magnitude of segmental efforts: approximately 4,200 locations were reported at which at least one course was offered. In 1976, that number had increased to 4,400.

For this study, it was decided to expand the scope of the Commission's off-campus inventory in an attempt to gather more information than had been available previously. Questions involving financial support and contact hours were included for the first time in the annual survey, and greater efforts were made to edit the raw data to insure both its accuracy and usefulness As a result, more quantitative data on California's off-campus enterprise is now available than ever before.

In addition to the off-campus inventory, detailed questions were also addressed to the public segments on a variety of topics, including: curriculum; administrative mechanisms; procedures for hiring faculty, faculty pay scales, quality control, the availability of support services such as counseling, placement, and testing; and the methods used to determine the need for a course or program in any given area. These questions were asked directly of the central offices of the University and the State University, and of a sample of Community Colleges, with the assistance of the Chancellor's Office. A similar questionnaire was not sent to independent institutions since their operations are not central to the study's purposes. Nevertheless, a considerable amount of data were obtained through discussions with representatives of the Association of Independent California Colleges and Universities (AICCU), as well as through a survey of faculty and student characteristics conducted by that organization. That survey has now become part of a larger investigation of life-long learning and is discussed in Chapter 5.

In addition to data and information collected from California institutions of postsecondary education, Commission staff also conducted a search of the literature on off-campus education. Through this effort, a bibliography was developed that, if not comprehensive, is certainly extensive and diverse in the points of view expressed by the various authors, and in the data developed. This literature is reviewed in Chapter 6.

An outline for this report emerged as various points of interest began to take on greater levels of importance to public policy and others receded into the background. As noted earlier, it soon became obvious that some subject-matter limitations would have to be imposed or the study would either be delayed, or would become so lengthy that few people would take the time to read it, or both. Accordingly, the concentration is on State-supported activities and degree programs Nevertheless, it is extremely important to create an overall picture of the off-campus world that will form the basis for the remainder of the report. This attempt has been made in Chapters 2, 3, and 4.

In Chapter 5, the focus is narrowed to California, and a discussion of the Commission's off-campus inventory and its implications is included. Following this, an outline is presented of the off-campus activities of each of the four segments, the roots of this activity, and current concerns and motivations. While Chapter 2 deals with what extended education is in general, and Chapters 3 and 4 with how it is practiced around the country, Chapter 5 deals with its expression in California.

The language that emerged from the budget subcommittees of the Legislature asked that this study address the questions of "access, support, student needs, and quality." Chapter 6 deals with these concerns. Although neither "support" nor "student needs" are mentioned directly, both are included in the general discussion.

Chapter 7 contains a final summary and the staff's conclusions and recommendations While they are not numerous, several will undoubtedly be controversial. In most cases, policy options are presented which offer alternatives, together with the implications of each. In this way, the Legislature and the segments may be served best for, as with all issues of complexity, there are no easy answers, no great solutions, no ultimate truths. While doubtless frustrating, there is strength in such knowledge, for it permits an earnest consideration of all the shades of grey, of the relative plusses and minuses without the obligation to find an ultimate answer. Of such finalities, little can be said; the goal is improvement, a step in the right direction.

CHAPTER 2

HISTORY AND DEVELOPMENT OF THE OFF-CAMPUS EXPERIENCE

Off-campus education, extended education, lifelong learning, and nontraditional education have been very much in the public eye in recent years, so much so that many might believe that the phenomenon is relatively recent. Nothing could be further from the truth.

According to Lowell R. Eklund, president of the National University Extension Association in 1974-75, the earliest known attempt to conduct off-campus classes was at Cambridge University in 1873 In that year, a faculty committee was organized to promote non-campus education Also, as Dr Eklund reports, a parallel effort was launched at Oxford in 1878:

> . . as early as 1850 Oxford had appointed a commission to consider a proposal for opening the university to "non-collegiate" students by increasing the number of colleges within the university itself and by founding new colleges in the large industrial towns; i.e., "extending university education by making universities available to larger numbers of people. But it was not until 1878 that Oxford undertook university extension in the more literal sense, that of extra-mural lectures and courses 4/

In subsequent moves, the two British universities developed a number of organizational patterns that are familiar in today's world of extended education.

> Important organizational practices adopted during this period were to characterize subsequent arrangements in England and in this country. One of these was the division of the country into service areas (or "spheres of influence") between Cambridge (the Eastern half), Oxford (to the West) and a syndicated arrangement in London where the so-called London Society comprised a common center served by both institutions cooperatively
>
> Other practices of that era which established precedents for today included the expectation that most programs were to be self-supporting requiring various marginal schemes to "market" and underwrite their costs, the emphasis on technical and vocational content, as distinct from cultural programs (although the ingrained "cultural" Oxford-Cambridge image--termed "Oxbridge"--continued to influence such programs toward the reactionary university mode in England and even later in America); the occasional

> adoption of "certification" in lieu of credit; and emphasis upon popular lecturers instead of teachers and applied knowledge as distinct from the abstract.
>
> In consequence of these developments, various negative reactions surfaced which continue to haunt the movement These included the traditional faculty reluctance to participate, the alleged weakness of programs due to lack of library facilities and research assignments, the chronic concern for university level or "college-grade" in program content; and the refusal of the government to underwrite, to any significant degree, extension offerings This failure was reputed to be the principal cause of decline in English extension after the turn of the century. 5/

In the United States, extended education found its formal roots in the Midwest with the establishment of local programs in the 1880s by the University of Wisconsin. This was quickly followed by the University of Chicago's efforts in the 1890s whereby dozens of off-campus centers were established throughout the region. Kansas University followed in 1892, offering both credit and noncredit courses off campus

Although these were the formal beginnings--origins which, incidentally, included the founding of University of California Extension in 1893--there had been a number of earlier, informal attempts to extend the benefits of education

> However, some pioneering though ephemeral programs had punctuated the early chronology of the universities' extra-mural program history. Among these were a "course of popular lectures in natural history" and "natural philosophy" offered to non-regular students by Brown University in 1785-90; a credit-course program for lawyers and law students "who did not belong to the college" conducted by Columbia in 1795; science courses for laymen (including women) offered by Yale University commencing in 1808 under the leadership of Benjamin Silliman; courses in chemistry by Rutgers (then Queens College) in 1816, a lecture series for "moral intellectual and physical instruction of the inhabitants of Boston" undertaken by Harvard in 1839, agricultural courses for non-matriculated students by the University of Michigan in 1852, the Yale "Agricultural Lectures" program for farmers of Yale in 1860, winter courses for non-students (primarily farmers) by Michigan Agricultural College (now Michigan State University) in 1861, what appears to be the first Farmers Institute introduced by Kansas State College in 1868; and

the famed "Baltimore experiment" dating from 1876 at Johns Hopkins University under the leadership of Professor Herbert Baxter Adams. 6/

Many of these attempts continued into the twentieth century, with a continuing growth in extension offerings at virtually all major colleges and universities across the country. During this time, various experiments were undertaken to find better ways of teaching or shortcuts to the ultimate goal of a degree. One such was made by Robert M. Hutchins at the University of Chicago in the 1930s, where the first recorded experiment in credit-by-examination was undertaken. The fact that such a device for awarding credit--as opposed to the completion of formal coursework--recently has been proposed as a revolutionary idea is perhaps just one more example of how quickly history can be recycled.

There were first experiments in correspondence education as well, (also at the University of Chicago in 1892) and more recently, efforts to use radio and, especially, television as educational tools.

In many ways, the off-campus movement is responsible for the nationwide growth of community colleges, as the need and desire to extend educational opportunity led to small enterprises removed from major university centers. Many of these grew into community colleges which, once their success was demonstrated, led to the establishment of other community colleges.

Over the past two centuries, many of the institutions that are now fully accepted as established campuses had their beginnings as off-campus or nontraditional efforts to extend educational opportunity to those who had been excluded previously. The Bakersfield and Sonoma campuses of the California State University and Colleges are but two examples. In many ways, the programs that are currently regarded with suspicion may well be in these early stages of evolution and will have to wage their own battles for acceptance.

These programs have historical precedents, to be sure, but they also have modern expressions that are unique to this era, and there can be no question but that there has been a growth in the nontraditional and off-campus area that is truly unique and without precedent in earlier times.

Daniel Perlman has outlined a number of possible causes for the explosion of extended educational opportunities which began in the middle 1960s. He notes that the main obstacle which non-traditionalists have had to overcome has been that of nonacceptability. It is not so much that extended education did not exist before, since there is ample evidence that it has been growing

at a modest rate for nearly a century. What has changed is both the number of programs and the public's opinion of them. Although there has been resistance from those who favor traditional campus programs, there can be little doubt that alternative forms of higher education have achieved greater acceptance in recent years.

Perlman notes that students in the 1960s made demands for:

> . . educational experiences more relevant to the problems of society, demands for the accreditation of off-campus experiences, demands to be allowed to demonstrate competence without necessarily taking courses, and vociferous demands for the elimination of a variety of bureaucratic and pro forma requirements including residency. 7/

Demands of this kind led to further challenges to traditional campus education. Many people rejected the time-honored notion that faculty were in a better position to know what was good for the student than the student himself. Faculty, and indeed all persons in positions of authority in the universities, were frequently seen as allies of a governmental structure that had produced a society of inequality, racism, and the Vietnam War. As such, the system under which the educational establishment had operated and prospered was now directly attacked, and the call came for the "free university." As Perlman states.

> These free schools had in common their challenge to the conventional and bureaucratic requirements in education. Learning should be open, related to the world and to the life experience of the students. Attendance taking, classroom assignments, and regimentation were rejected in favor of unstructured learning, open classrooms, and letting students select their vocational objectives. The alternative school movement exerted a subtle influence on some educators. By establishing a new radical wing in the educational continuum, they made proposals for more conventional reform seem less radical and more respectable. At the higher education level this helped establish the climate in which external degree programs and other off-campus learning activities could be considered and adopted. 8/

There can be little question that the civil rights movement and student activism produced a change in the American consciousness. No longer was the concept of higher education for the select few acceptable to a majority of the country. The push for equality that began in the deep South and spread to the rest of the country culminated in the mass of social legislation approved during the

administration of Lyndon Johnson. It included the Higher Education Act of 1965, a law which provided large sums of money for the idea that education should be brought to those who previously had been unable to obtain it. Subsequent federal acts, especially those providing billions of dollars for student aid in the 1970s, have certainly furthered this goal.

As the movement for social equality grew, "access" became a rallying cry throughout the educational community and in most legislatures. Initially, it resulted in the construction of hundreds of community colleges nationwide, as well as dozens of new public four-year institutions, and even some entirely new university systems, such as the State University of New York. Subsequently, it led to a search for new clientele, for persons of every economic and social circumstance who might not have been served previously. If people relocated to an area without major educational services, it would certainly be proper to provide those services if a clientele of any reasonable size could be found. If they had been forced to drop out of school in order to work, they should be given ample opportunity to continue at times more convenient to them, such as evenings and weekends. If, through the vicissitudes of life, people found themselves in prisons, hospitals, confined at home, in the military, or even at sea, they should still have the opportunity to complete an educational program.

All of these factors no doubt contributed to the explosion of off-campus and extended degree programs. But it is doubtful that the movement would have reached its current level without a considerable financial incentive. In the 1960s, American higher education experienced a growth that was unprecedented, with the result that the end of that era caught many administrators unprepared for retrenchment. At first, it was only the rate of growth that slowed, and this was certainly manageable since the student population was still growing, albeit less rapidly. But as the time approached when the absolute number of students would decline, anxiety began to develop: the vast majority of institutional support came from the student, either in the form of tuition or as fuel for government apportionment formulas. Much of this anxiety centered on the possibility of layoffs in both the public and private sectors, as well as the possibility that some independent institutions might go out of business. Since higher education is so manpower intensive, it is not possible to find significant amounts of operating "economies" without dismissing employees; it soon became apparent that normal employee turnover might not always be sufficient to match the decline in enrollment. As all of these factors came into play and as labor organizations fought hard to keep their members on the job, it became very clear that new clienteles would be very helpful, if not essential, in easing the transition from growth to steady state or enrollment decline. In the search for new students, off-campus and extended degree programs became an obvious vehicle. On this point, much more will be offered in Chapter 6.

CHAPTER 3

EVALUATING THE EXTERNAL DEGREE

Among the major questions which have been asked about the external education process are: (1) Who is attending? (2) What is being offered? and (3) What is the value of the external educational experience? These are difficult questions, and answers to them are only now beginning to emerge from respected professional organizations. Two such are the National Institute of Education (NIE) and the American Council on Education (ACE), which jointly sponsored a study of external degree programs throughout the country by the Bureau of Social Science Research (BSSR), an independent corporation based in Washington, D.C The NIE is a federal agency within the Department of Health, Education, and Welfare. The ACE is the major national coordinating body for postsecondary education.

The BSSR study was released in three parts beginning in December 1977 with the publication of the Guide to Undergraduate External Degree Programs in the United States. This was quickly followed by a report, entitled External Degrees: Program and Student Characteristics in March of 1978, and then by The External Degree as a Credential in April of 1978. These three reports surveyed a sample of 134 postsecondary institutions, both public and private/independent, which offered external degree programs in which not more than 25 percent of the program requirements had to be taken on campus. Among the 134 participating institutions, 25 were from California. 9/

The 134 institutions selected offered 244 different external degree programs, approximately one-fourth of which were at the associate level, and three-fourths at the bachelor's level None was at the graduate level. Eleven of the institutions were community colleges, although none from California participated for reasons not explained in the BSSR reports.

Through the efforts of various national agencies and organizations, such as the National Center for Educational Statistics (NCES), much more information about the demographic characteristics of both students and faculty is available than ever before. However, almost all of it relates to campus-based populations. When dealing with extended education, the data are extremely limited and in many cases, nonexistent. In various attempts to secure data as elementary as headcount enrollment, efforts were consistently frustrated by the fact that such data simply did not exist.

Nevertheless, the BSSR study, albeit limited only to external degree programs, did contain demographic information that is helpful in

providing a general picture of the types of students attracted to external or nontraditional educational experiences The survey included over 54,000 students enrolled in external degree programs as of the fall of 1976. Table 1 shows their subject matter preferences

TABLE 1

TOTAL NUMBER OF STUDENTS ENROLLED AS OF SEPTEMBER 1976 BY AREA OF STUDY AND LEVEL OF DEGREE 10/

Area of Study	Level of Degree: Associate Number	Associate Percent	Bachelor's Number	Bachelor's Percent	Total Number	Total Percent
General Studies	2,811	17 7%	11,872	31 0%	14,683	27.1%
Natural/Physical Sciences	6	0.0	60	0 2	66	0.1
Social Sciences	55	0.3	493	1.3	548	1.0
Applied Social Science	285	1 8	2,327	6.1	2,612	4 8
Humanities, Arts	11	0 1	63	0.2	74	0 1
Engineering	2,426	15.2	221	0.6	2,647	4.9
Business Administration	4,333	27.2	8,129	21.2	12,462	23 0
Health Services	2,154	13.6	1,844	4.8	3,998	7 4
Semi-Professional	0.0	0.0	63	0.2	63	0 1
Individualized	3,671	23 1	6,833	17.8	10,504	19.4
Not Specified	157	1 0	6,368	16.6	6,525	12 1
Total	15,909	100 0%	38,273	100.0%	54,182	100.0%

The BSSR did an attenuated demographic survey of these students and found that the average student was white, over 30, and employed Males and females were about equally distributed. Table 2 shows these data as they were reported.

TABLE 2

INSTITUTIONAL ESTIMATES OF DEMOGRAPHIC CHARACTERISTICS OF STUDENTS FALL 1976 1]/

Student Characteristics	Percent
Sex	
Male	51%
Female	49
Race	
White	80
Non-White	20
Employment	
Employed	84
Unemployed	16
Age	
Under 30	32
Over 30	68

Although these data are limited, no other statistical summary of the national extended degree scene is available.

The growth of external degree programs since 1960 is shown in Table 3.

TABLE 3

EXTERNAL DEGREE PROGRAM GROWTH

Degree Programs Available by Year First Offered 12/

Year First Offered		Total Programs
1960-1965		
	Number	2
	Percent	0.9
1966-1968		
	Number	11
	Percent	4.7
1969-1971		
	Number	44
	Percent	18.8
1972-1974		
	Number	133
	Percent	56.8
1975-1976		
	Number	44
	Percent	18.8

Another index indicative of the growth of the external degree movement is the number of graduates through 1976 This is shown in Table 4.

TABLE 4

NUMBER AND PROPORTION OF GRADUATES BY YEAR
AND BY LEVEL OF DEGREE 13/

	Level of Degree: Associate		Bachelor's		Total		Cumulative Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Prior to 9/72	93	2.0%	728	5.3%	821	4 5%	821	4 5%
9/72 - 8/73	810	17.6	985	7.1	1,795	9.7	2,616	14.2
9/72 - 8/74	970	21.1	2,225	16 1	3,195	17.3	5,811	31.5
9/74 - 8/75	881	19.1	3,940	28.5	4,821	26.2	10,632	57.7
9/75 - 8/76	1,849	40.2	5,940	43.0	7,789	42 3	18,421	100.0%
Total	4,603	100 0%	13,818	100.0%	18,421	100 0%		

In other sections of its report, the BSSR examines grading systems, entrance requirements, placement assistance offered to participants, and the degree to which prior learning is accepted for credit, both in terms of campus-based learning and of experiential learning. Concerning the latter, the amount of experiential credit accepted towards the degree--associate or bachelor's--was equivalent, on the average, to 40 percent of the total requirements in the 134 institutions examined.

In concluding, the BSSR offered the following observations:

> In the popular mind--and in the mind of many academic critics--external degree programs are seen as highly innovative because they move higher education and degree conferral away from traditional academic settings and standards. This survey suggests a somewhat different emphasis in the majority of programs Rather than the development of alternative learning modes, the consolidation of fragmented, formal educational experiences is an important feature and attraction of many of these programs. External degree programs appear to be a source of ultimate credentialling for employed adults of both sexes who have acquired a variety of academic credits in several academic institutions, usually sequentially and as a by-product of geographic mobility (especially in the case of persons previously in the armed forces)
>
> Many of the other findings of the survey were equally unexpected The total number of students enrolled in these programs is quite small when compared with the number enrolled in traditional programs The total number of graduates to date reflects this consistently comparatively small enrollment. It seems that the growth

> rate of these programs has already peaked; external degree programs grew in numbers most rapidly in the early 70s, and the number of new programs seems to have tapered off in subsequent years. 14/

Of course, without comprehensive data on community colleges and on the activities of the proprietary sector, a complete nationwide picture of extended education will not emerge. The BSSR acknowledges that fact·

> However external degree programs may grow, a realistic evaluation of this alternative and a better perspective upon the role of these programs in the world of education must await the availability of data regarding their less visible, less controversial, but far more populous educational counterparts--part-time and extension programs, particularly those sponsored by junior and community colleges and by some four-year colleges and universities. 15/

The BSSR's final report on external degrees examined 1,486 graduates of the 134 institutions noted earlier. This was the number which returned the questionnaire out of a total of 3,499 surveyed.

The purpose of the study of graduates was not only to determine their basic demographic characteristics, but also their motivations, the reasons why they decided to attend off-campus and/or external degree programs. Comparisons were made between the students' perceptions upon entering the programs and those after graduating. Finally, an attempt was made to measure the value of the degree from both the students' and their employers' perspectives. In many ways, the findings about the usefulness of external degrees in the professional world are among the most interesting in the BSSR study.

Table 5 summarizes the demographic characteristics of external degree graduates in 1976-77. It is based on data provided by the 1,486 people who returned the BSSR questionnaire (42 percent of those to whom the questionnaires were sent). Data are shown for sex, degree level, race, marital status, dependents, age, employment status, and income.

TABLE 5

SELECTED DEMOGRAPHIC CHARACTERISTICS
OF RESPONDING GRADUATES 16/
1976-77

Category	Applicable Percentages Men (71 1%)	Women (28.9%)	Total (100 0%)
Associate Degree Graduates	39	40	40
Bachelor's Degree Graduates	61	60	60
White	89	89	89
Nonwhite	11	11	11
Married	85	65	80
Separated/Divorced	6	18	9
Never Married	9	17	11
No Children	25	41	31
One or Two Children	43	33	39
Three or More Children	32	26	30
Median Age at Completion of External Degree Program	36	36	36
Percent Employed While Enrolled in External Degree Program	97	78	91
Percent Professional, Subprofessional or Technical	38	67	45
Percent Armed Forces	30	1	23
Percent Clerical, Sales Lower Management	10	25	13
Median Household Income	$22,200	$19,400	$21,600

Tables 6 and 7 show further breakdowns of the data, the first delineating age groups and the second showing whether degree recipients had completed other degree programs on previous occasions.

TABLE 6

AGE AT TIME OF DEGREE COMPLETION
BY LEVEL OF DEGREE 17/
(Percentage)

Age at Completion	Level of Degree		
	Associate	Bachelor	Both
Under 20	10%	5%	9%
20 - 29	25	20	22
30 - 39	35	32	33
40 - 49	18	26	23
50 and Over	12	14	13
Totals	100%	100%	100%
Median Age at Completion	33	37	36

TABLE 7

PERCENTAGE OF RESPONDENTS WHO COMPLETED
ANY DEGREE PROGRAM PREVIOUSLY
BY LEVEL OF DEGREE AND BY SEX

Previous Degree Completed	Level of External Degree		
	Associate	Bachelor	Both
Yes	16%	44%	32%
No	84	56	68
Totals	100%	100%	100%

Previous Degree Completed	Sex		
	Men	Women	Both
Yes	34%	25%	31%
No	66	75	69
Totals	100%	100%	100%

Tables 5, 6, and 7 provide a general picture of the external degree graduate. They demonstrate that the typical student who completes an external degree program--as contrasted with one who is enrolled and may or may not do so--is probably male, white, married with one or

two children, approximately 36 years old, and employed in a professional capacity. Median income is $22,200 per year, a category of relative affluence. In all probability, some previous college work has been completed but no degree received. The fact that almost one-third of all graduates (31%) had already earned a degree of some kind seems to suggest that external degree programs are attractive to persons who, by most societal standards, would be considered "educated."

Beyond knowing some of the demographic characteristics of external degree students, the BSSR wanted to define the reasons why they enrolled in such programs. To do so, the questionnaire included thirteen possible reasons for enrolling with each respondent being asked to rate each as to level of importance. The reasons which received the highest positive responses were, in order

1. Needed/wanted to maintain a regular working schedule.

2. Chance to have (all) previous college course work recognized for credit

3 Chance to be in program with flexible scheduling.

4 Chance for part-time study.

5. Minimal number of days (work time) were required on campus.

Although external degree students in the survey were very concerned about receiving credit for prior coursework, the most important factors in determining a student's choice to enroll in an external degree program were usually logistical. Of the eight factors the students considered at all important, six fit into this category, including: (1) the ability to maintain a regular working schedule; (2) the chance to have flexible scheduling; (3) the chance for part-time study (obviously related to [1] above); (4) the minimal requirements for on-campus involvement; (5) the chance to be in a program with flexible location(s); and (6) the chance to complete a degree in a shorter period of time

What emerges from these findings is the strong probability that external degree programs have enabled many students to participate in postsecondary education who, primarily because of employment responsibilities, would otherwise not have been able to do so. Such factors as minimal class time, credit for nonacademic experiences, and the unique design of certain programs were regarded as of only secondary importance by the majority of respondents

There is insufficient space to include all of the BSSR's investigations and findings, but several more are interesting. One

is a comparison between graduates' expectations as to the usefulness of their degrees and the actual outcomes. These comparisons are shown in Table 8 for both associate and bachelor's graduates.

TABLE 8

JOB-RELATED CHANGES AND GRADUATE'S EXPECTATIONS BY LEVEL OF DEGREE (REPORTED IN PERCENTAGES)

Occurrence of Change and Graduates Expectations	Job Related Change: An Increase in Status or Respect from Employer and/or Coworkers		An Increase in Job Responsibilities		A Promotion or Increase in Pay or Benefits		An Increase in Job Security		A Change to a Different Job	
	Assoc	Bach	Assoc	Bach.	Assoc	Bach.	Assoc.	Bach	Assoc	Bach
Did Not Expect										
1. And did not happen	29%	18%	43%	29%	38%	27%	47%	44%	52%	39%
2. But did happen	9	12	11	11	11	11	8	6	13	13
Did Expect										
3. But did not happen	6	6	6	7	13	14	9	10	10	10
4. And did happen	56	64	40	53	38	47	36	41	26	38
	100%	100%	100%	100%	100%	99%*	100%	100%	100%	100%

This table shows that most external degree graduates had experiences close to their expectations, even when those expectations were negative. What is significant is that associate degree graduates generally did not fare as well as bachelor's degree graduates. For example, whereas 58 percent of the bachelor's degree graduates received a promotion or increase in pay or benefits, only 49 percent of the associate degree recipients did so. Similarly, 76 percent of the bachelor's degree graduates reported an increase in status or respect from employers and/or coworkers, whereas only 65 percent of the associate degree holders made this claim

To further analyze the results of external degree experiences, the BSSR developed a number of statistical tables using linear regression techniques to predict the success of various categories of people. These techniques permitted the analysts to conclude, for example, that a male bachelor's degree holder between the ages of 30 and 39 who works in a manufacturing firm is more likely to achieve an increase in job responsibility than a similarly qualified individual who is older and employed by the government

Regarding this aspect of the study, the BSSR concluded.

> For men, the external degree appeared most useful towards obtaining increased job responsibilities, particularly if the recipient was in his thirties. With regard to pay increases or promotions, men also seemed to profit if they had been working as service employees or in an educational organization while pursuing their degree. So far as negotiability for men was concerned, the external degree seemed the least useful for those over 50 or those who had been working in a nonprofit service organization
>
> For women, few factors were significantly related to the levels of negotiability they experienced, which were consistently higher than those experienced by men One relationship was obvious. women in their thirties were more likely than women of other ages to experience an increase in job responsibilities. 19/

The key point seems to be that the external degree was helpful to most of its recipients in securing career advancements. Whether it was helpful to a greater or lesser extent than a traditional program is unknown, as there is no possible way to make a valid comparison.

A better indicator may be the external degree's negotiability as a credential for acceptance into advanced degree programs. Table 9 gives these data for the 1,486 respondents to the BSSR survey.

TABLE 9

APPLICATION FOR ADMISSION TO A FIRST SUBSEQUENT DEGREE PROGRAM AND OUTCOME OF APPLICATION BY LEVEL OF EXTENDED DEGREE (REPORTED IN PERCENTAGES) 20/

Applied[a]	Level of Extended Degree Associate	Bachelor	Both
Yes	62%	54%	57%
No	38	46	43
Totals	100%	100%	100%
Outcome of Application			
Pending[b]	3%	5%	4%
Not Admitted[c]	1	4	3
Admitted, did not enroll[d]	4	6	5
Enrolled, not yet completed[e,f]	24	26	25
Enrolled, completed[e,f]	68	59	63
Totals	100%	100%	100%

a. All those responding "yes" could have applied to one or more programs
b. In the case of multiple applications, all must be pending.
c. In the case of multiple applications, all must have been refused.
d. Had to be admitted to at least one program
e. Had to enroll in at least one program.
f. Completion rates are estimated due to missing data on completion dates

The fact that such large percentages of external degree graduates were admitted to advanced degree programs certainly speaks highly for the external programs Most of the graduates of external programs felt that their degree had prepared them adequately for further study. According to the BSSR researchers

> That over half the adults who obtained an external degree continued to pursue formal education programs signalled

> that this degree indeed was operating in some fashion--intentionally or unintentionally--as a "stepping stone" or an impetus and also did not constitute an obstacle to obtaining further education. At least for the graduates whose interests led them to seek a more advanced degree, the overall evaluation of their external degree experience with respect to academic skills was positive: only one percent reported feeling that their performance in their next degree program was not on a par with that of students who had come from traditional programs, and over half (57%) felt it was better. [Emphasis theirs.] 21/

Of the 1,486 individuals completing an external degree program at either the associate or bachelor's level, 56 percent applied for further study. The reasons given by the other 44 percent for not applying for further study are contained in Table 10. The table shows that only 3 percent of those not continuing their educations did so because of either a perceived deficiency in the external degree experience or academic disqualification, actual or anticipated. The other reasons were generally personal, such as "financial problems," lack of time, getting a good job, etc.

TABLE 10

REASONS FOR NOT APPLYING FOR FURTHER STUDY
BY LEVEL OF DEGREE
(REPORTED IN PERCENTAGES)* 22/

Reason Given	Level of Degree Associate	Bachelor	Both
Didn't have time both to work and to go on for more schooling	35%	30%	31%
Decided I didn't need or really want a further degree for now	22	23	23
Needed time to care for home and family	21	17	18
There have been no adequate programs where I have lived	18	12	14
Financial problems	23	10	14
Tired of being a student	5	10	8
Received a job offer which was too good to turn down	6	4	5
Didn't think my "external" degree would be acceptable for admission into a bachelor's, master's, or higher level degree program	3	2	2
Academic qualifications ("grades," standardized entrance test scores, etc.) weren't high enough, and I thought I wouldn't be admitted	1	1	1
Other	16	10	12

*Percentages total more than 100% due to multiple selection by individual respondents.

The final phase of the BSSR study was a survey of employers to determine the marketability of external degrees. A total of 93 employers were contacted, 81 of whom responded to the questionnaire (87%). Within the questionnaire, various statements were made with the respondents asked to indicate their agreement or disagreement. After the results were tabulated, the BSSR concluded:

> To some extent, the results of the employer survey run counter to some popular beliefs and conventional wisdom. While a few employers we surveyed did indicate some preference for recruiting recent graduates from highly reputed institutions, by and large this was not a major priority. Furthermore, college grades and class rank were considered important hiring or promotion criteria only if the candidate had no previous work experience or work references
>
> More important, for many employers the finer nuances of college prestige on quality take a back seat, compared to other criteria. While we do not want to generalize to "all" employers concerning their attitudes towards holders of all types of college degrees, our survey data do strongly suggest that employers--although favorably disposed towards education in general--as a group are not overly concerned with institutional reputation, and that external degree holders should not find themselves denied opportunities in employment settings because of the nature of their degree. 23/

The study by the Bureau of Social Science Research shed considerable light on the external degree experience as it operates nationally. The fact that nearly 20 percent of the institutions surveyed are located in California also tends to give the BSSR's results some credibility here as well. Much of the information contained in the study has not been included because of space limitations. A number of the BSSR's more important conclusions, however, are repeated below:

1. External degree holders are adults who elected this study option to consolidate and supplement earlier study experiences without sacrificing commitment to work and family responsibilities The opportunities to obtain credit for earlier academic work and to complete degree requirements without experiencing the dislocation which classroom attendance entails are the major attractions of these programs. The most innovative--and therefore most controversial--feature of some of these programs, such as credit for work or life experience, seldom influenced these graduates decisively when they chose an external degree program. 24/

2. Job-related goals were by no means the only motivation which led to degree completion. The personal satisfaction of having the degree, the extent to which it resulted in higher self-esteem and increased respect from others were important factors for the great majority of

college graduates, and especially for the oldest group among them. And despite the fact that most of these graduates were in their thirties or older when they obtained the degree, the great majority had plans for further study and had implemented them by the time of the survey. 25/

3. It is clear that almost all those who sought access to higher-level academic programs were able to enroll It is also clear that they did so in moderately selective institutions, and that the few who sought access to more selective programs or institutions experienced some difficulties. However, one cannot conclude from this that their degree was less "acceptable" than a traditional degree, since highly selective institutions generally accept a low proportion of applicants. In the one case in which we were able to compare the experiences of traditional bachelor's degree recipients with those of graduates who held an external degree from the same institution, the admissions experience of the groups was identical in this respect. 26/

4. In the world of work . . it is well worth noting that the information we developed through our pilot study about employer attitudes and behavior pointed to considerable employer interest in the educational objectives and accomplishments of staff members The great majority of external degree seekers had acquainted their employers with their study plans, and a sizable proportion (one-third) had received help from these employers in meeting study costs. The group of employers we surveyed felt very positive about education, not only or primarily because it might enhance the technical skills of degree holders, but because of its broader or more general impacts. Employer interest was by no means limited to the government or nonprofit sector, where we had anticipated to find much of the support for external degree programs. 27/

5. Our study findings clearly underline the usefulness of external degrees and show that those who completed degree programs are well satisfied with their experience Nevertheless, it would be unwise to jump to the conclusion that external degrees are an educational panacea. For one thing, our study dealt only with graduates. We know little about the experiences of adults who enrolled in external degree programs and subsequently dropped out or transferred to other institutions for the completion of their degrees. 28/

6. It is also important to point out that the degree completers we studied are a fairly select group--men and women with considerable prior traditional education who were relatively affluent. The programs they completed were designed for older students, for whom residence requirements and classroom attendance present major obstacles, but who are quite capable of dealing with traditional academic requirements. While the external degree option appeared to be an attractive one for motivated and well-prepared men and especially women who missed out on completing college earlier in life, we feel it is unlikely to be viable for adult degree-seekers who need to overcome serious educational deficits or who seek radical academic alternatives. [Emphasis added.] 29/

CHAPTER 4

STUDIES OF OTHER STATES

In addition to the national survey of external degree graduates undertaken by the Bureau of Social Science Research, at least three states--Missouri, Washington, and New York--have conducted surveys of off-campus and extended educational programs. Each of these varies in approach and methodology and is reviewed in this chapter.

MISSOURI

In July 1977, the Missouri Coordinating Board for Higher Education undertook an examination of off-campus education to determine the overall quality of off-campus course offerings and the extent to which such offerings were duplicated by other institutions. The report was presented to the Coordinating Board in June of 1978.

The report is limited, given the Coordinating Board's objectives, and is essentially an inventory of courses offered at off-campus locations. There is virtually no information concerning the quality of off-campus programming except for the observation:

> . . .that about three-fourths of the faculty employed by the state-supported institutions to teach off-campus courses were either regular faculty teaching on an overload basis or were adjunct faculty Such faculty are generally paid at a lower rate than regular faculty teaching in-load [sic] These data suggest that off-campus courses were probably provided at lower costs to the institutions than the costs of similar courses offered on campus. However, the extensive use of such faculty does raise questions with regard to quality which are being addressed by the CBHE Off-Campus Task Force 30/

Concerning the duplication of courses, the Board observed

> The survey data support the conclusion that, in general, there was not substantial wasteful duplication of effort in off-campus offerings. In most instances where there appeared to be potential duplication of effort, examination of the actual courses offered revealed appropriate reasons for the activities For example, courses offered by an institution in areas where it has unique or special competence or courses which are required for professional licensing or certification are not necessarily duplicative even if offered in the same

> location by more than one institution. The critical factor is demand for the course as evidenced by enrollment 31/

When the report was presented to the Coordinating Board, it became clear that the primary concern was to preserve "quality" in quite traditional ways. Recommendations approved by the Board included the requirement that "Off-campus credit courses carry the same course number, represent the same course content, and use the same procedures for evaluating student performance as those courses offered on-campus." It also urged that admission requirements be the same for both on- and off-campus students, that instructional time per credit hour should be the same, and that grading standards should be the same.

Concerning faculty, the Board proposed that "faculty teaching off-campus credit courses should, generally, be members of the regular staff of the institution offering the course, and should be fully qualified to teach the course, as determined by the academic department," and that "Wherever possible, off-campus credit courses should be taught as a part of the regular teaching load of the faculty member rather than in addition to the regular teaching load."

There were also recommendations for special studies of the need for library facilities and laboratories; specialized equipment such as computers; other learning resources, which should be equally available on and off campus, and student services such as admissions counseling, financial aid advice, etc.

Finally, recommendations were approved concerning credit for prior learning, for noncredit courses, and for regional coordination of instructional courses and programs. All of these were designed to assure the quality of off-campus instruction and to prevent needless duplication and competition.

WASHINGTON

On November 9, 1979, the Council for Postsecondary Education of the State of Washington released a report entitled, The Coordination of Off-Campus Instructional Services in Washington. This is the latest in a series dating back to 1974, which included four program and facilities inventories, issue papers, responses to legislative inquiries, and studies covering various aspects of coordination and administration.

The report's major emphasis is on jurisdictional questions and the need to define the role of all segments, both public and independent, in the state. To that end, an attempt was made to preserve the in-

tegrity of service areas and to ensure that there would be full consultation between public and independent colleges and universities As the report states,

> The independent colleges and universities are viewed as a resource that serves the public interest of the State of Washington. The independent institutions provide educational opportunities to many citizens of the State that augment the publicly-provided opportunities at practically no direct expense to the State taxpayers. 32/

Other major concerns of the report included the requirement that state support be provided only for program-related courses:

> Elimination of state appropriation support for all non-program-related off-campus courses, whether credit or non-credit, offered by those institutions, with such courses in the future to be offered on a self-supporting basis through adequate course fees and charges. 33/

The Council also recommended specific territories and responsibilities for each institution. For example, jurisdiction for continuing professional education and upper division and graduate instruction was assigned to the University of Washington and Washington State University, provided there was no conflict with independent institutions that granted the Ph.D. It was also suggested that four-year institutions have a 25-mile sphere of influence that could not be invaded by another institution. Finally, the report urged continuation of the Council's program and facilities inventories, control of the overall level of off-campus activities by public institutions, and regulation of instructional activities by out-of-state institutions. Although little new legislation was formally recommended, the possible need for legislation was reviewed with the comment that, "If there is any doubt about full voluntary compliance with the coordination procedures recommended, legislation would then be needed to assure their implementation." 34/

NEW YORK

In 1977, the New York State Education Department began to explore the area of off-campus education, and in April of 1978 published a report, A Study of Collegiate Off-Campus Centers in Westchester County. The report's introduction explained the reason for its development:

> During the past several years, colleges and universities have greatly expanded off-campus operations. It is

estimated that as many as 70,000 students took off-campus courses for credit in New York State between July 1, 1976 and May 1, 1977. These off-campus operations have grown, in part, to meet the demands of adult students and, in part, to enable colleges to maintain enrollments in the face of a declining birthrate

With the sharp increase of off-campus centers across the State and the immediate prospect that this trend would continue, the State Education Department undertook a study of such activities in Westchester County. Westchester was chosen for several reasons, including high population density, relative affluence, and the presence of a large number of off-campus centers. 35/

The Westchester study came to a number of conclusions, among which are the following:

Administration

1. Being isolated from the home campus poses adminstrative problems for off-campus centers. 36/

2 In general, the administrative offices of off-campus centers are understaffed. 37/

3. At half the off-campus centers visited, no system for evaluating faculty has been established. 38/

4. Data on off-campus operations is fragmentary. 39/

Commentary

Off-campus programs pose fundamental problems of communication and control for administrators. Administrative tasks that are routine at a main campus become problems at an off-campus center. For example, the tasks of evaluating faculty, involving them in the academic activities of their departments, providing students with library resources, and ensuring that off-campus classes meet for the required time all become much more difficult at off-campus centers than at main campuses. 40/

Faculty

1 Two-thirds of all faculty teaching off campus in Westchester County are part time, at some centers nearly all faculty are adjunct 41/

2. Faculty at off-campus centers do not have a close-working relationship with the main campus Their teaching is not closely supervised by academic departments at the main campus. They rarely serve on committees or participate in curriculum development or review 42/

3. Adjunct faculty are paid on the less costly part-time basis; they do not enjoy fringe benefits, and they are not eligible for tenure 43/

4 The academic credentials, teaching experience, and research and publications records of adjunct faculty are less impressive than those of faculty serving in the departments of main campuses. Their professional experience, however, is much richer. 44/

Commentary

New faculty, hired to teach off-campus courses, are not given the orientation they need. While such faculty typically work at some distance from a main campus, they nevertheless need to learn about the curricula and policies of their academic departments and institutions. Beyond that, some adjunct faculty require guidance in establishing and keeping close contact with the parent campus. Faculty who themselves spend little time at an off-campus site often need help in devising ways to meet with students who commute. In Westchester, furthermore, most students at off-campus centers are adults. Some faculty members, full time as well as part time, have no experience teaching adults, who may have different needs from younger college students or different academic preparation from traditional students. It may be necessary to orient faculty in teaching and advising these older students 45/

Curricula

1 The curricula offered at off-campus centers are mainly professional or vocational 46/

2. The courses and methods of teaching are traditional. 47/

3. Course offerings, particularly electives, are fewer in number than for corresponding programs on home campuses. 48/

Commentary

Business curricula enroll more students than any other. Some are associate programs, but the great majority are in baccalaureate programs. 49/

Both off-campus students and off-campus programs are popularly referred to as "non-traditional." However, it is only in the times and places at which they are offered--nights, Saturdays, and Sundays, in a variety of settings--that these curricula are not standard Although students may merit the label "non-traditional" because they are older and typically hold full-time jobs, the curricula in which they are enrolled do not. 50/

Students and Student Services

1. Students are largely adults, living in Westchester County, who hold full-time jobs and have family responsibilities The students are ambitious and eager for credentials to promote their careers. The relatively small number of students not employed are either housewives returning to school in middle life or recent high school graduates who have not yet found jobs. 51/

2. Off-campus students generally attend part time. Their time for study is limited; they are reluctant to travel any considerable distance to attend class or use library facilities. 52/

3. Adequate academic advisement and other counseling services are usually not available to off-campus students. 53/

Commentary

Institutions do not provide off-campus students with advising, counseling, or special activities that are equivalent to those they provide students at main campuses. Many institutions contend that they fulfill

their responsibility to provide services by asking students to obtain them at their main campus. The study has found, however, that students do not visit main campuses unless they are quite close. Student services at some main campuses, for that matter, are geared to a nine to five schedule; only a small staff works at night when adult students are most likely to come. 54/

Many institutions contend they do not provide personal counseling because the adults who make up their off-campus student body do not need it Interviews with students, however, not only suggest that many do need such counseling but also reveal that certain problems are common to adult students: apprehension about returning to school after long absences, the concern of some women to handle studies and family responsibilities, and the stress of holding a full-time job, heading a family, and going to school all at the same time. Although their lives are different from those of traditional college students, the need of adult students for counseling may be just as great 55/

Library and Physical Facilities

1. Physical facilities, including classrooms and laboratories, are adequate. 56/

2. Library resources available to off-campus students generally appear inadequate to support the programs and courses offered 57/

Commentary

For library support, most off-campus students are left to rely on public libraries or resources at main campuses. 58/

Officials at most institutions contend that the library needs of off-campus students are satisfactorily met. They believe that their obligation to provide off-campus students with library resources is significantly lessened by the availability of public libraries and the libraries of other colleges. Some also contend that the courses offered by their institutions do not require students to use libraries extensively, so that public libraries--or the small collections of reserve books assembled at some off-campus sites--are sufficient. One or two noted further that the availability of interlibrary loans also

> reduces an institution's obligation to provide students with books at the sites. 59/
>
> The public library, as already noted, is the most important library for off-campus students. However, dependence on public libraries for the support of college programs raises many problems. In the first place, some public libraries are already concerned about the demands that college students are making on their overworked collections. Further, the quality of public libraries in the County varies widely In northern Westchester, in particular, public libraries reportedly are small and their resources are incapable of supporting academic programs. Public libraries were never meant to serve in lieu of academic libraries or to support extensive research. The typical public library, for example, is unlikely to have the journal resources needed for academic work. 60/

In the Summer 1979 issue of its official publication, P.S., Postsecondary Education in New York State, the State Education Department published an extensive summary and review of the Westchester study, noting that the expansion in off-campus operations posed something of a dilemma for both the Regents and the Department itself, one that officials in California may find familiar:

> The problems associated with off-campus instruction pose a dilemma for the Regents. In the simplest terms, the rapid expansion of off-campus instruction appears to favor access at the expense of quality. Moreover, in a period of overall contracting enrollment, one institution's effort to reach out to a hitherto underserved population is frequently seen by neighboring institutions as a raid on their students and wasteful duplication of effort. The solution, then, must strike a balance between access and quality, between new ventures and established interests. 61/

In a series of new regulations, the New York State Education Department has moved to resolve that dilemma by establishing a three-tiered system for off-campus education. (1) "extension sites," which will have fewer than 12 courses or 300 course registrations; (2) "extension centers," which can have at least 300 registrations or 12 courses; and (3) "branch campuses," which are larger operations offering complete academic programs and appropriate support services The smallest of these--the "extension site"--requires no approval from the Department to operate, but the larger ones do Further, an "extension center" may operate under that definition for

only three years, after which time it must either become a branch campus or revert to an extension site. The feeling seems to be that the extension centers are "neither fish nor fowl" and that it is in the best interests of both student access and quality to have such operations go either in the direction of maximum access and minimum quality--the extension sites will be numerous but will have virtually no support services and few regular faculty--or minimum access and maximum quality--branch campuses will be few in number, a fact that will diminish access, but will have a full range of support services and large numbers of regular faculty Thus, for the New York Education Department, the answer to the access/quality question is that it is impossible to have both and that a choice must be made. Such an answer may eventually have far-reaching implications nationally

From the data and other information developed in Chapters 3 and 4, it is possible to make a few generalizations about students engaged in extended educational programs and about the programs themselves

1. The fact that off-campus operations have experienced an explosive growth at the same time that campus enrollments began to decline is probably not coincidental To a great extent, the decline in the 18-24-year-old student population provided a strong incentive to find new clienteles.

2. While the decline in student population doubtless was a major cause of the off-campus explosion, that movement could not have reached as far as it did without a number of other important causes. These include the society-wide movement for equality for various groups that had not participated fully in previous decades, including older citizens, persons employed full time, women, and most minority groups Also, student activism called many traditional educational forms into question and provided a catalyst for experimentation and new ideas.

3. The democratization of American higher education has changed the fundamental rationale of education beyond high school from one of quality for the select few to one of access for all, with the term "quality" being obscured almost into nonmeaning.

4 The term "higher education" has lost meaning in recent years The democratization process has made the term "postsecondary education" more descriptive.

5 A profile of external degree students developed by the Bureau of Social Science Research (BSSR), though limited, shows that the typical student is white, employed full time, and over 30. The BSSR profile of external degree graduates shows that they

are more likely to be male, more likely to be white, more likely to be employed full time, and will average 36 years of age.

6. Of the graduates surveyed, approximately one-third had already completed at least an associate degree prior to enrolling in an external degree program.

7 The primary reasons given by graduates for choosing an external degree program rather than a campus-based program were logistical, and included the need to maintain a regular working schedule, the chance to be in a program with flexible scheduling, the chance for part-time study, and the lack of requirements for on-campus study. Opportunities for receiving credit for prior life experiences, military training, or job experiences were not considered important by the students

8. A majority of external degree graduates financed their educations through personal earnings and other personal sources, such as savings, personal bank loans, and miscellaneous household income. A significant amount also came from the GI Bill (22%), but it is probable that this percentage has dropped, since benefits have expired for most veterans of the Vietnam conflict.

9. The most important reasons cited by external degree graduates for seeking their degrees were "To have the satisfaction of having the degree" and "To obtain prerequisites for entry into a higher level degree program."

10. The overwhelming majority of external degree graduates at both the associate and baccalaureate levels experienced benefits as a result of their earning a degree These benefits ranged from promotions or salary increases in just over half the cases, to increases in status and respect in nearly three-fourths of the cases. From this, it appears that the external degree was a definite aid in securing career advancement, as well as enhancing self respect and personal satisfaction.

11. External degrees were found to be acceptable credentials by most colleges and universities when students applied for admission to advanced degree programs

12. A distinction should be made between "external degree programs" and all of the individual courses offered off campus, which are not necessarily part of a formal degree program. New York, Missouri, and Washington, all make that distinction and have indicated concerns over the quality of off-campus course offerings that are not part of a formal

degree program. New York in particular appears to have concluded that it is not possible to have unlimited access and high quality at the same time. It has opted for a system whereby degree programs must be assured of quality, while course offerings that are not associated with degree programs and which are offered in small off-campus centers may operate without formal assessments of quality.

13. Jurisdictional problems, especially between public and independent institutions, were specifically noted in the Washington study Recommendations were made for state-level coordination of these problems.

CHAPTER 5

OFF-CAMPUS AND EXTENDED DEGREE PROGRAMS IN CALIFORNIA

California's efforts to provide off-campus and extended degree programs are more extensive and comprehensive than those of any other state in the nation. In this chapter, the dimensions of the off-campus empire are examined, with specific descriptions of the efforts in each of the four segments. Not all of the data are as specific as might be preferred, but through an examination of the Commission's off-campus Inventory 62/ and a demographic study undertaken by the Association of Independent California Colleges and Universities (AICCU) a picture emerges which is useful in defining the kinds of off-campus education that exist and in pointing the way to future coordination and administration

THE INVENTORY OF OFF-CAMPUS LOCATIONS AND PROGRAMS

Section 66903(13) of the Education Code requires the Postsecondary Education Commission to "maintain and update .an inventory of all off-campus programs and facilities for education, research, and public service operated by public and private institutions of postsecondary education." Three such inventories have been completed, the most recent of which, based on Fall 1978 data, was presented to the Commission in December 1979. In 1973, just prior to the creation of the Commission there was also a preliminary inventory affecting only the Community Colleges. The most recent Commission inventory is included in this report as Appendix B.

The 1978 inventory clearly demonstrates the magnitude of off-campus operations throughout the State Approximately 4,000 locations are involved in providing at least one course under the auspices of 172 different campuses, over half of which are Community Colleges. The inventory reveals that the overwhelming majority of these locations are very small, with less than 10 percent offering more than ten courses, and 65.5 percent offering only one or two. Yet even though most are small, nearly 450,000 course registrations were reported. This figure does not represent the actual number of students enrolled, since some students take two or more courses. It seems probable, however, that the headcount enrollment is in excess of 300,000, inasmuch as most students enrolled off campus generally take only one or two courses at a time. It would have been helpful to obtain actual headcount enrollment but it was discovered in the early stages of the survey that most institutions simply do not collect such data.

The inventory was designed to provide a picture of the extent of off-campus operations, and information on such things as the number and type of programs offered, the type of facilities used, distance from the parent campus, and level of degrees, where offered Additionally, each campus which was asked to provide information on off-campus operations to the Commission was asked to list the zip code for every location at which three or more courses were offered These locations represent 53 1 percent of the 4,000-plus locations, and 79 percent of the nearly 450,000 course registrations Several maps showing the distribution of locations, by segment, are included in the report in Appendix B

The principal findings of the 1978 inventory were

1 A comparison of the Fall 1978 and the Fall 1976 inventories reveals that there was a 9 percent drop in the overall number of off-campus locations in the past two years, with 390 fewer locations in 1978.

2. The great majority of off-campus locations are quite small, offering only one or two courses per term. Moreover, while the overall number of off-campus locations is decreasing, those that remain tend to be smaller and offer fewer courses.

3. The total number of off-campus credit registrations in the four segments dropped by 47,693, or by 13 percent, since Fall 1976. Although all four experienced a decrease in credit registrations, the decline was most severe in the State University where the number of credit registrations dropped from 20,938 to 12,513, or by 40 percent.

4. The University of California and the independent institutions have increased their non-credit registrations dramatically in the last two years. In the University, non-credit registrations at off-campus locations jumped from 5,489 in 1976 to 12,896 in 1978: in the independent institutions, they increased from 2,089 to 6,560 in the same period

5. Unlike the four-year segments, the Community Colleges experienced a marked decline in non-credit registrations. In that segment, non-credit registrations plunged by 75,198 between Fall 1976 and Fall 1978, a drop of 39 percent. Almost half of these non-credit losses occurred in three districts· North Orange, San Diego, and Santa Barbara

6 Overall, the Community Colleges experienced major losses, both in non-credit registrations and in credit registrations. Their total off-campus registrations dropped by 108,254, or by 23 percent in the last two years.

7. Only 10 of the 268 locations operated by the University, 26 of the 526 locations run by the State University, and 197 of the 2,507 locations provided by the Community Colleges offered as much as one degree program. Furthermore, the evidence from the Fall 1976 Inventory strongly suggests that instead of increasing, the number of off-campus locations where a student can eventually take at least half of the courses needed for a degree has declined in both relative and absolute terms.

8. One of the major attractions of the relatively expensive off-campus credit courses provided by independent institutions is that most of them are offered as part of a sequence of courses that could lead eventually to a bachelor's or master's degree. In fact, 83 percent of the off-campus locations with three or more courses operated by independent institutions offered at least one degree program in Fall 1978. This compares to 24 percent at the University, 32 percent at the State University, and 21 percent in the Community Colleges.

9 Among the four segments, programs in business and management are the most frequently offered followed by social sciences, education, engineering, and public affairs and services.

10. All four segments use a wide variety of facilities for their off-campus courses and programs Elementary and secondary schools, however, are the most commonly used type of off-campus facility.

11. Very few off-campus facilities are actually owned by the institutions offering courses there, and the number is decreasing. There has been a significant decrease in the number of donated facilities, however, and a marked increase in the number of off-campus facilities that are leased.

12. Very few of the locations operated by independent institutions are close to their campuses In fact, more than half of the independent institutions'

locations are more than fifty miles away, and nearly one out of every ten of them is more than one hundred miles away.

13. The Community Colleges have the vast majority of their off-campus locations clustered quite close to their campuses In all, 1,141 locations, or 46 percent of Community College off-campus locations, are within five miles of the parent campus, and 72 percent are within ten miles. By comparison, 17.2 and 35.7 percent of the locations for the University and the State University, respectively, are within ten miles

14. Forty-six (58%) of the State University's seventy-nine off-campus locations with three or more courses are located in just four counties: Los Angeles, Orange, San Diego, and Santa Clara. While it is true that these are the four most populous counties in the State with more than half of its total population, they are also the home of three University, eight State University, 44 Community College, and 57 accredited independent campuses.

15. For the most part, the off-campus operations of the independent institutions are located in the same counties as those of the University and the State University. The overlap with the State University is particularly striking, with the vast majority of the independent institutions' off-campus locations also clustered in the four most populous counties.

These findings raise a number of important questions. For example, the decline in enrollments in the Community Colleges (Findings 5 and 6) and the increase at the University of California and, particularly, the independent institutions (Finding 4), suggest that Proposition 13 has had a dramatic impact on off-campus education. This interpretation is reinforced by the increase in leased facilities and the decrease in donated facilities, a phenomenon that probably reflects the tightening of local school district budgets and the consequent inability to continue a policy of fiscal altruism towards Community Colleges. In addition, the fact that most off-campus locations are in areas already well-served raises major questions about duplication of effort as well as jurisdiction between public and independent segments. The fact that the Community Colleges have over 1,000 off-campus locations within five miles of the parent campus raises questions about the interpretation of "isolation," especially at a time when a great many Community Colleges have excess capacity on campus. Finally, there is always a question of educational quality at a location which offers only one

or two courses or one at which a formal program is not offered, a situation which applies in almost 87 percent of the locations statewide and 93 percent of those in the public segments. The idea that it is virtually impossible to offer a high quality curriculum at a very small off-campus center has been accepted in New York, although it is also accepted that such small centers provide a level of access that is beneficial to the public interest.

OFF-CAMPUS AND EXTENDED DEGREE PROGRAMS, THE SEGMENTS

University of California

Off-campus operations and extended degree programs at the University of California can be divided into two categories, University Extension and The Extended University. The former has been in existence since 1893 and is currently in a period of considerable growth, the latter was created in 1972 and is being phased out of existence.

University Extension began as a self-supporting enterprise just before the turn of this century and had established as many as 19 off-campus centers by 1910. During its early years, Extension suffered from financial constraints and was not fully integrated into the parent institution. As part of a reorganization in 1913, State support was provided in an annual amount of $25,000 under a special budget item which, in 1919 was increased to $50,000. This arrangement continued until 1947 when the University agreed to include the Extension appropriation as part of its annual support budget. By that time, State support had increased to about $300,000, which represented approximately 13 percent of Extension's total budget of $2.3 million.

In the early fifties, the University presented a new financing plan for Extension whereby the State would pay most administrative costs up to 25 percent of the total budget. The effect of this change was to increase State support to $628,265 in 1955-56, which represented 18.9 percent of the total Extension budget, and to higher amounts in the subsequent decade as Extension entered a period of substantial growth and fiscal stability.

Unfortunately for the program, this stability was short-lived--an austerity program initiated by then Governor Brown in 1959 proposed that the entire State subsidy for Extension be eliminated. During the four years after the new financing plan was instituted, Extension had grown markedly and State support rose to meet that growth. The proposed cut for 1959-60 was $1,178,000, a reduction which prompted Clark Kerr, then President of the University, to remark that "a 100 percent cut in Extension's subsidy would almost ruin the program." The Extension Director was more emphatic than that:

> . . we are asked to make educational decisions on the basis of what the traffic will bear instead of on the basis of educational and social needs. The reputation of University Extension cannot and must not be divorced from the international distinction of this University. 63/

As a result of conferences with the Governor, State funding was raised from zero to $544,984, an amount 53 percent below the University's request and 40 percent below the 1958-59 appropriation Although not disastrous, the reduction led not only to an increase in student fees, but also to the setting of a precedent that would eventually make Extension completely self-supporting.

In 1963, the Coordinating Council for Higher Education recommended that the negotiated support level of 9 percent (resulting from the 1959-60 budget discussions) be continued on the grounds that

> University Extension possessed the only Statewide organization for Continuing Education programs capable of mounting programs in the complete range of public higher education. Because of this mature organization, it is able to produce, on its own initiative, specialized or general course offerings for the benefit of many groups and publics. 64/

In spite of this vote of confidence, both the Department of Finance and the Office of the Legislative Analyst continued to recommend reductions in State support for University Extension. From a high of $964,718 in 1966-67, State support was reduced to $626,000 in 1967-68, despite a request for $1,893,300, and then eliminated entirely by the Legislature in 1968.

The result of the fiscal challenge was a complete reorganization of University Extension's administration, with control decentralized from the President's Office to each of the nine campuses. Each campus was assigned a service area and local deans became responsible for the fiscal viability of their programs. The Dean of University Extension is now responsible for overall coordination and policy and for the direct administration of statewide programs Support now comes almost entirely from student fees, although some additional revenue is realized from gifts, contracts and grants, Regents' funds, and special State appropriations. At the present time, all of these sources combined produce approximately $37 million in support, 90 percent of which is from student fees. According to the University, approximately 400,000 students were enrolled in Extension activities during 1977-78, with equal numbers in credit and noncredit courses and other activities. Of this number, there is no indication of how many were enrolled on or off campus, but it is clear from institutional estimates that the vast majority are enrolled on campus

The functions of University Extension were well defined in the University's Academic Plan, 1974-78:

> Continuing Education in the Professions - University Extension has already developed an extensive program of continuing and recurrent education for professionals in a number of fields, in cooperation with professional schools, associations, and individual members of the professions Instructional programs for professionals and paraprofessionals are now being offered in the health sciences, law, engineering and technology, ecological and environmental sciences, the behavioral sciences, and other professional areas.
>
> Teaching Programs Directed Toward Social Problems - Drawing on University research and other resources, University Extension is increasingly active in providing special courses which focus on such issues as unemployment, race and poverty, land use, drug abuse, environmental concerns, and problems of youth in minority and low-income communities. Many of these programs are planned and presented in cooperation with city and county planners, other public agencies, and volunteer organizations. Special emphasis is currently being given to public service programs for segments of society that tend to be "left out"--courses to help these segments upgrade their knowledge and skills in career areas and to be fully aware of their rights
>
> Instruction for an Informed Citizenry - The complexities of modern society require a sophisticated electorate, and University Extension offers courses of a broad array of local, state, national, and international issues for individuals who want to learn more about matters on which they may have to help reach decisions
>
> Courses in the Liberal and Creative Arts - In a state which already has a high average educational level, University Extension programs in the liberal and creative arts focus upon the use of innovative media to help advance appreciation of and creative contributions to these fields.
>
> Programs Directed Toward Self-Awareness and Identity - In response to widespread demand, University Extension is providing more courses and seminars which deal with various aspects of interpersonal relations, coping with alienation, and finding identity and meaning of the context of the strenuous demands of modern life

In the Fall of 1976, the University conducted a survey 65/ of Berkeley Extension students to determine their general demographic characteristics. The most significant findings from this survey are shown below.

TABLE 11

Item	Percentages
Sex:	
Male	50 6%
Female	49 4
Age:	
17 - 24	8 2
25 - 38	61 0
39 - 66	28 9
Ethnicity.	
Caucasian	88.3
Minority	11.1
Unspecified	0.6
Marital Status:	
Married	54.9
Single	45.1
Children:	
At least one child	47.5
No children	52.5
Employed·	
Full Time	72.2
Part Time	10 5
Unemployed	17.3
Occupational Group:	
Student/None	7 4
Service	19 1
Teachers	19 1
Quasi-professionals	41 4
Professionals	13.0
Family Income:	
$ 2,000 - $10,000	19.0
11,000 - 20,000	37.9
21,000 - 30,000	24.9
31,000 - 40,000	10.9
41,000 - 97,000	7.3
Level of Education (formal schooling)	
Less than Bachelor's Degree	22.3
Bachelor's Degree	40.1
Professional, Master's, Ph.D.	37.6

What clearly emerges is a student profile that is largely white, employed full time, married but childless, over 25 years of age, relatively affluent, and about equally distributed between men and women. This is very similar to the profile developed by the Bureau of Social Science Research, discussed in Chapter 3, as well as that developed by the Association of Independent California Colleges and Universities (AICCU), which is discussed later in this chapter.

In addition to Extension, the University also maintains the Extended University, a program begun during the 1972-73 academic year that is currently in the process of being phased out. The purpose of the program was to provide educational opportunities for upper division and master's degree students who were:

> . . effectively denied access to formal University study because of work, family obligations, finances, cultural and geographical isolation, family or home responsibilities and/or similar impediments to full-time, residential study. 66/

In this sense, of course, the Extended University was typical of outreach programs everywhere. What made it different from those operated by the California State University and Colleges and by independent institutions was the fact that students were charged only one-half of the fees charged to regular University on-campus students, considerably less than the fees charged by the other four-year segments. It may have been due to this inequity that the Legislature decided to terminate State support in 1975, a decision which led to the phasing out of the Extended University

There is considerable evidence to support the view that the University's effort to extend its traditional approaches into nontraditional and off-campus areas was a partial response to criticism that the University was an "elitist" institution, unconcerned with new instructional techniques, with part-time study, and with older and underrepresented clienteles. Another reason for the establishment of the Extended University undoubtedly was the genuine concern among many members of the University community that the criticism had some validity What also seems clear, however, is that the University's commitment to the concept of the Extended University was not as strong as that of the California State University and Colleges, whose efforts are discussed next. The fact that the decision was made to phase out the program once State funding was terminated by the Legislature rather than attempt to continue it under an alternate funding arrangement, such as higher student fees or the use of internal University resources, indicates that the program occupied a relatively low priority. The fact that University Extension was so well established, and the fact that much

of what the Extended University purported to do could also be done through Extension, probably contributed to the decision to abandon the program. Should funding return, this attitude might well change, but it appears quite safe to state at this juncture that there is little will or desire at the official levels of the University to continue formal degree programs beyond the confines of the traditional, campus-based setting.

California State University and Colleges

The California State University and Colleges offers four distinct approaches to off-campus and extended degree opportunities: (1) Extended degree programs; (2) the Consortium of the California State University and Colleges, (3) State University Extension; and (4) miscellaneous courses provided at off-campus locations. Administratively, extended degree programs and Extension offerings are operated under the auspices of State University Extension, miscellaneous courses through the campuses, and the Consortium through its own administration and governing board.

Off-campus programs began within the then State College system in 1932 with the offering of extension courses in agriculture through Fresno State Following World War II, programs expanded considerably with the influx of returning veterans, so much so that the Strayer Report called for the public segments to define the areas of adult education each would serve.

In 1953, the State Advisory Committee on Adult Education, originally established in 1944, was reactivated and submitted its recommendations. Among these were that a committee consisting of appointees from the State Board of Education and the Regents of the University would appoint local committees which would assign·

> . . .responsibilities for the adult education programs among the different public education agencies operating in. . .communities where difficulties now arise . . In cases where agreement cannot be reached, the chief local school officer may appeal to the State Advisory Committee on Adult Education, whose decision would be accepted as final. 67/

In 1955, the State Department of Education released a report on the needs of public higher education. Generally referred to since as "The Restudy," it clearly established the precedent of restricting the senior segments to the upper division level in offering off-campus and extended education:

> . . .in the allocation of services, the junior colleges should confine their course offerings to the 13th and 14th grade level in their day and evening programs and to Adult Education offerings clearly appropriate to their function; . . .the state colleges and the University of California should not offer any courses through their evening or extension divisions which are clearly lower division courses and which unnecessarily duplicate appropriate offerings of the local junior colleges. 68/

With the issues and territories now defined more clearly, extended educational programs in all segments experienced a gradual growth. Within the State Colleges, a strong emphasis on in-service training for teachers soon emerged.

In 1960, the Master Plan was offered to the Legislature. It contained a number of observations and recommendations, including the following:

1. The staff which prepared the 1948 Strayer Report and The Restudy recognized the impossibility of spelling out completely and finally the differentiation of functions in the field of adult education. This conclusion was supported by a report of a subcommittee of the first State Advisory Committee on Adult Education, and subsequently approved by the Committee, which included the following statement:

   > It is the opinion of the subcommittee that no workable set of categorical rules governing relationships between and among the public adult education agencies in the State of California can be formulated at this time, which would eliminate all conflicts or duplications in programs 69/

2. In the long-range plan for providing opportunities in higher education to the people of California provision for adequate state support of adult education services be assured. However, in this determination of what the state should support, effort be made to differentiate between those enrollees who are pursuing a stated, planned program with definite occupational or liberal education objectives and those who are enrolling in single courses for which matriculation or prerequisites are absent. 70/

In his very recent report on off-campus education, George E. McCabe makes two important observations with regard to the Master Plan effort:

> Nowhere in its report does the Master Plan Survey Team distinguish between on-campus and off-campus programs, except for a parenthetical reference to the fact that at that time all extension programs of the state colleges were conducted off-campus
>
> Clearly, the call of the Master Plan for a differentiation in funding between enrollees pursuing a stated, planned program of definite occupational or liberal arts objectives and those enrolling in single courses for which matriculation or prerequisites are absent is a call which has been ignored in the funding of community college evening and off-campus programs 71/

For the next several years, clear policies for the development and administration of off-campus activities in the State College system were not in evidence. There were no explicit guidelines concerning State support. Even self-supporting extension activities were hampered by the fact that any and all surplusses from these programs had to be returned to the State General Fund at the close of each fiscal year, a fact which made program development difficult and which also created the curious phenomenon of students supporting the State instead of the other way around. In 1965, this began to change

As of the 1963-64 academic year, enrollments in State College extension courses totaled 45,600, mostly at the four large campuses at Los Angeles, Sacramento, San Francisco, and San Jose. In 1965, the State Committee on Continuing Education issued a report which recommended that a special fund be established which would permit the campuses to retain surpluses, a recommendation which was accepted by the Legislature in 1967 (SB 408) with the establishment of the State College Extension Programs Revenue Fund.

By 1970, there was considerable evidence of further growth:

> At the close of fiscal year 1970, more than 3,700 classes were offered throughout the system, of which approximately 90 percent were credit earning The total generated revenue exceeded 3.6 million dollars, the balance exceeded 1.1 million dollars, and a surplus of approximately $300,000 was provided for future growth and development. In October 1970, the State College Advisory Committee on Continuing Education approved expenditures of $290,000 of accumulated surplus for the support of innovative extension programs at eleven colleges. By 1970-71, extension course enrollments had increased from 45,745 in 1963-64, to 118,057 exclusive of foundation program enrollments. 72/

In 1970, summer sessions were included in the same funding mechanism with extension The special fund created by SB 408 became the State College Continuing Education Revenue Fund, with administrative direction given to a newly established statewide dean who reported directly to the Vice Chancellor for Academic Affairs

With the internal systems thus established, Chancellor Dumke presented a document to the Board of Trustees in 1971 in which he called for a major expansion of off-campus and extended educational opportunities. Noting the perceived "rigid system," which primarily served students in residence, he called for an alternative that included "television, correspondence courses, self-study combined with short-course on-campus programs, taped lectures with study guides to comprise programmed learning, as well as classroom instruction on or off campus," 73/ all to be on a self-supporting basis.

Chancellor Dumke's call for expansion in the nontraditional sector was endorsed by the Board of Trustees with the establishment of the Commission on External Degree Programs in 1971. Marcia Salner described this development as follows·

> Subsequent endorsement of these goals (stated by Dumke) by the Board resulted in the formation of the Commission on External Degrees which was charged with the establishment, on a pilot project basis, of policies and procedures for implementing off-campus degree programs The activities of the Commission resulted in the concept of the "1,000 mile campus" and the CSUC system now has established policies which govern the development of external degrees. 74/

At present, external degree programs are developed by the individual campuses and, after review by the Chancellor's Office, are forwarded to the Commission for approval. These programs are fully self-supporting, although a small amount of funding is provided for fee waivers. By the fall of 1975, enrollment in these programs had reached 3,733.

In 1973, the Consortium of the California State University and Colleges was established as the result of another recommendation by the Commission on External Degree Programs. Its purposes were to:

> serve the needs of highly mobile adult students, who through circumstances are required to transfer from one college to another, thereby losing degree credit.
>
> . develop statewide or regional external degree programs to serve sparsely populated geographical areas, or students with special interests who are dispersed over a wide area

- conduct programs in geographic areas where the local CSUC campus is unable to meet the need with its own resources.

- encourage reciprocity or residence credit and core degree requirements between campuses and to begin building toward the development of a common "credit bank" or curricular records for students.

- develop strategies for assessing the prior learning experiences of adult students whose varied backgrounds of work and schooling make admissions decisions more complex 75/

As of 1977-78, total FTE enrollment in the Consortium was approximately 500, a figure that has been reduced to an estimated 300 for the 1979-80 fiscal year. Although originally supported by the Legislature ($46,252 in 1972-73 with increasing amounts to $200,000 in 1976-77), it is currently self-supporting according to a memorandum from the Chancellor. 76/ The Western Association of Schools and Colleges granted full regional accreditation to the Consortium in 1976

In 1973, in the first major study since the establishment of the Master Plan Survey Team, the Joint Committee on the Master Plan for Higher Education released its report. Several of its recommendations are pertinent:

1. Equal accessibility [should] be provided for persons regardless of age and geography. 77/

2. Proposed general admissions criteria applicable to the three public segments ". . shall not necessarily be applied to innovative programs designed to service adults beyond the normal age of college attendance." 78/

3. The public segments, with the approval of the proposed Postsecondary Education Commission, have the discretion to modify general admissions criteria for several cited purposes including the needs of a geographic area. 79/

4 Family income, geographic location and age, among other listed factors, should "no longer impede the access of any citizen who can benefit from higher education." 80/

Some of these recommendations were incorporated into the legislation establishing the Postsecondary Education Commission Others,

however, such as the call for equal accessibility regardless of age and geography, are probably impossible to implement fully, although it is clear that progress has been made by both the State University and the Community Colleges. Similarly, the call for maximum utilization of facilities seems quite contradictory to the call for access, since the latter requires the offering of courses and programs away from the campuses, an act that can only serve to reduce utilization of existing buildings, not increase it. The fact that the most recent inventory of off-campus locations and programs shows so many off-campus locations close to the campuses constitutes at least prima facie evidence that this recommendation has been met with less than strict adherence.

Following the effort by the Joint Committee, the Legislature commissioned a number of additional studies, one of which was released in 1975. 81/ As with the report by the Joint Committee, this study called for additional access and funding. Legislative actions, however, did not provide encouragement that these goals would soon be met

Nevertheless, the State University continued to expand off-campus programming, joining with the University of California to open the Ventura Learning Center in 1974 and its own Stockton Center of Stanislaus State College the following year in which 731 students enrolled in 28 courses (4 additional courses were offered in Merced). During the 1975-76 academic year, all nineteen campuses of the State University system were engaged in external degree programs

Since 1975, the State University's efforts have been marked by a series of studies and by negotiations with the Governor and the Legislature for more generous funding. In 1975, the Trustees requested $750,000 for baccalaureate-level external degree programs, a request designed to make student fees for off-campus programs more comparable with those for on-campus programs This request was denied. Nevertheless, State support was provided for certain off-campus classes which, by 1977-78, served 1,002 FTE students. In addition, 1,122 FTE students were enrolled in external degree programs, all of which were self-supporting except for funding for a small number of fee waivers. Finally, the Consortium had an enrollment, also self-supporting, of 423 FTE students. Thus, the total State University enrollment off-campus was 2,547 FTE students In 1978-79, this total rose only slightly to 2,585, with 925 in State-supported individual courses, 1,160 in external degree programs, and 500 in the Consortium. There were no changes in the funding arrangements in that year.

During the 1978 legislative session, the Chancellor's Office again presented its case to the legislative fiscal committees The presentation was made by Assistant Vice-Chancellor Robert O. Bess

and was based on the reports published over a twenty-year period by various agencies.

Dr Bess's conclusions included the following:

- The vast majority of students being served are essentially the same demographically as the high proportion of part-time adults we have traditionally served through on-campus late afternoon and evening programs.

- Numbers to be served are significant but relatively small. We estimate it will not exceed 5 percent of total enrollment in the foreseeable future, perhaps 16,000 students

  Availability of instructional support services at off-campus locations represents a significant limitation on our ability to provide off-campus instruction. Most evaluations have expressed concern about limited library resources available at program sites.

  Movement from self-support to state-support will require that consideration be given to allocations for faculty travel and workload recognition for those who must travel excessive distances as well as for critically needed instructional support.

- Should regular State-supported instruction be offered to matriculated students at off-campus locations? We believe this should no longer be considered an issue Other segments have not differentiated on the basis of location alone. We believe it appropriate that we do likewise Geography should not be a basis for charging instructional fees. 82/

What emerged from Dr. Bess's testimony was a clear statement of State University policy, one that had considerable support from the commissions, task forces, and legislative studies that preceded it. Nevertheless, the Legislature did not accede to the State University's requests for funding.

In 1976, the Assembly Permanent Subcommittee on Postsecondary Education had urged a major study of the subject of extended education. Although not acted upon by the Legislature at that time, the idea was resurrected in 1978 since it seemed clear that a final decision on the question of funding or not funding off-campus instruction would soon have to be made. The State University had spent several years studying the problem and had published a number of reports from its various commissions and task forces, all of which

had concluded that State funding was a logical course of action The fact that two of the Legislature's own committees had made similar recommendations (the Joint Committee on the Master Plan and the Assembly Permanent Subcommittee on Postsecondary Education) strengthened the State University's position. Subsequently, the Legislature's Conference Committee on the Budget Bill approved language which called for the present study.

California Community Colleges

Of all students enrolled in the four segments of postsecondary education in California, the majority are in the California Community Colleges According to the Commission's most recent inventory of off-campus locations and programs (Fall 1978), 62 4 percent of the off-campus locations and 81.3 percent of the course registrations are in that segment. Although this is a decrease from the 1976 figures of 67.7 and 84.8 percent, respectively, the Community Colleges are still clearly the principal providers of off-campus educational services. The figures are also dramatically higher than the total reported by the Coordinating Council for Higher Education in the fall of 1972 83/ At that time, the Council reported 1,363 off-campus locations of all types (large and small; owned, leased, rented, etc.) with an enrollment of 190,000 students, over 98 percent of them part time. By contrast, and although they are not directly comparable, course registrations four years later were 472,153, and six years later, 363,899. The 1,363 locations reported in 1972 had grown to 2,985 in 1976 and then dropped to 2,507 in 1978 Thus, it is apparent that something caused a dramatic growth in enrollment between 1972 and 1976, and that something else caused a decline between 1976 and 1978

Jerome Evans, in a report on Community College finance prepared for the Commission in 1977, discussed the growth phenomenon of the 1975-76 academic year.

> . The reasons for this unexpected increase are not altogether clear, but it is likely that a weakened job market, a sharp increase in state aid, and aggressive advertising by college officials were important factors. 84/

During the 1976 Legislative Session, SB 1641 was approved and signed by the Governor. The bill had a dramatic effect on Community College finance in a number of ways, not the least of which was the elimination of the "defined adult" category which had previously resulted in differential support for young, full-time students on the one hand and older, part-time students on the other Prior to the passage of this legislation, all apportionment formulas had

different methods of computing aid for these two groups, persons 21 years of age or older and taking less then ten credit hours of work received substantially less State support than students who were under 21 or taking ten credit hours or more. Districts received full support for students who were under 21 regardless of the number of credit hours for which they enrolled and full support for students 21 and over if they were enrolled for at least ten hours. Thus, age seemed to be the principal determinant of State support and a case was made that Community College districts were suffering financial discrimination to the extent that they attempted to provide classes for older citizens. As Evans noted:

> Another major change in the new legislation (SB 1641) is the elimination of the distinction between "adult" and other students in counting units of ADA. The distinction was originally adopted in 1954 in an attempt to distinguish between the cost of instruction for adult students and that for all other students. This distinction has never been very popular, however, because adult students--defined as students over the age of 21 taking less than 10 hours per week--are as costly to instruct in regular graded classes as are other students. It is the type of class rather than the type of student that has the greater influence on instructional costs For this reason, there has been steadily mounting pressure to eliminate the distinction, an action that until this year (1976) seemed blocked by the probable cost to the state of doing so . . . 85/

Virtually all of the available materials on the subject of off-campus education offer the view that Community Colleges were not looking towards off-campus locations to any significant degree prior to 1965. The Commission's inventory of off-campus locations and programs for 1975 indicated that of the 2,698 locations reported to be in existence for that year, only 88 (3.3%) were in existence prior to 1960, and only 156 (5.8%) prior to 1965. Another 254 were started in the subsequent five-year period, but the real growth came in the early 1970s. From 1970 to 1975, 2,274 locations began operation, 62.1 percent of them in 1974 and 1975. This is not a totally reliable figure, of course, since many locations in existence prior to 1975 may have begun operation and then closed before they could be reported, but the figures are certainly indicative of the type of growth the Community Colleges experienced in the first half of the 1970s.

In order to obtain a picture of the type of programs Community Colleges offer off campus, a questionnaire was sent to twenty colleges of varying size, geographic location, and commitment to off-campus operations. Of these, fourteen responded in time for this

report. (See Appendix C) They provided complete course lists, times of day courses were offered, fees charged (if any), whether the courses were offered for credit, what type of faculty taught them (full time or part time), and the length of time each was held The total number of courses reported equaled about a fourth of the total reported in the Commission's inventory and should provide a representative sample of the State as a whole.

Table 12 shows the number of courses, type of courses, and type of faculty. The faculty are categorized as "Full-Time, On-Load," "Full-Time, Off-Load," or "Part-Time." The first of these refers to regular, full-time faculty who are teaching an off-campus course as part of their normal assignment. "Full-Time, Off-Load" refers to regular, full-time faculty who are teaching an off-campus course in addition to their normal assignment. "Part-Time" means individuals who are not regular faculty members with full-time teaching contracts but persons hired on a course-by-course basis.

TABLE 12

COURSES AND TYPE OF FACULTY TEACHING AT SELECTED OFF-CAMPUS LOCATIONS IN THE CALIFORNIA COMMUNITY COLLEGES FALL 1979

College	Courses			Faculty		
	Total	Credit	Non-Credit	On-Load	Off-Load	Part-Time
A	254	228	26	71	11	172
B	110	71	39	6	11	93
C	767	194	573	149	10	608
D	231	210	21	71	5	155
E	119	100	19	15	2	102
F	453	277	176	9	5	439
G	226	33	193	26	11	189
H	72	34	38	1	2	69
I	445	435	10	96	9	340
J	480	39	441	22	9	449
K	226	226	0	39	8	179
L	113	109	4	0	2	111
M	56	34	22	1	4	51
N	108	100	8	13	0	95
Totals	3,660	2,090	1,570	519	89	3,052
Percent	100%	57.1%	42.9%	14.2%	2.4%	83.4%

As Table 12 shows, there is virtually no consistency among the fourteen colleges as to the distribution of credit and noncredit classes. "College K" offers all of its courses for credit, while 92 percent of "College J's" courses are in the noncredit category. Similarly, "Colleges C" and "G" have 75 and 85 percent of their courses in the noncredit area, respectively. Of the fourteen colleges, ten have a majority of credit offerings while four have most classes in the noncredit category. The fact that one of these institutions also maintains both the high school adult program and the regular Community College program helps to explain the preponderance of noncredit offerings, but this is only a partial explanation.

Of greater interest is the fact that part-time faculty are currently teaching 83.4 percent of the off-campus courses in the fourteen colleges. Over the years, many Community College representatives have placed the total number of part-time faculty at about two-thirds of all Community College faculty on a headcount basis While this may be true of the entire system, it is certainly an understatement when only off-campus classes are considered, so much so that it seems fair to state than off-campus classes are not taught by regular faculty to any significant extent. Given the urgings of the Western Association of Schools and Colleges (Chapter 6) for greater use of regular faculty in off-campus programming, the implications of such overwhelming reliance on part-time instructors are significant.

Table 13 shows course lengths and fee charges in the 3,660 courses noted in Table 12, above.

TABLE 13

COURSE LENGTH AND FEES CHARGED IN OFF-CAMPUS CLASSES IN THE CALIFORNIA COMMUNITY COLLEGES, FALL 1979

Item	Number	Percent
Course Length:		
2 Weeks or Less	93	2.5%
2 - 19 Weeks	490	13.4
Over 10 Weeks	2,795	76.4
Unknown	282	7.7
Totals	3,660	100.0%
Course Type and Fee Status:		
Credit		
Fee Charged	169	4.6
Fee Not Charged	1,850	50.6
Non-Credit		
Fee Charged	311	8.5
Fee Not Charged	1,220	33.3
Unknown	110	3.0
Totals	3,660	100.0%

Table 14 shows the length of course offerings in the fourteen districts.

TABLE 14

COURSE LENGTH IN OFF-CAMPUS CLASSES IN FOURTEEN SELECTED CALIFORNIA COMMUNITY COLLEGES FALL 1979

Institution	2 Weeks or Less	2 - 10 Weeks	Over 10 Weeks	Unknown
A	2	15	113	124
B	0	0	71	39
C	27	81	659	0
D	2	49	180	0
E	0	0	0	119
F	16	47	390	0
G	0	21	205	0
H	0	39	33	0
I	4	100	341	0
J	24	97	359	0
K	6	6	214	0
L	0	0	113	0
M	1	17	38	0
N	11	18	79	0
Totals	93	490	2,795	282
Percent	2.5%	13.4%	76.4%	7.7%

Community Colleges use off-campus facilities to conduct classes very similar in format to those offered on campus, either during the day or in the evening This format is the standard lecture/discussion system that has been used throughout postsecondary education for centuries The fact that 76.4 percent of all classes are quarter or semester length certainly indicates the similarity with on-campus programming The fact that about 16 percent of the classes are not of a traditional length is interesting and may well show the flexibility of the Community Colleges in meeting special needs

Of the 583 courses reported to be of shorter length, 312 of them are offered for credit and 271 are noncredit Fees for these courses vary to a remarkable extent as shown in Table 15.

TABLE 15

FEES FOR SHORTER COURSES OFFERED OFF CAMPUS BY SELECTED CALIFORNIA COMMUNITY COLLEGES FALL 1979

Student Fees	Less Than 2 Weeks Credit	Less Than 2 Weeks Non-Credit	2 Weeks To 10 Weeks Credit	2 Weeks To 10 Weeks Non-Credit
No Fee	39	29	238	133
$ 0.01 - $ 1.00	0	3	3	2
$ 1.01 - $ 5.00	1	7	6	15
$ 5.01 - $ 10.00	3	5	8	17
$ 10.01 - $ 20.00	3	6	3	47
$ 20.01 - $ 50.00	1	0	1	6
$ 50.01 - $100.00	0	0	0	0
$100.01 - $200.00	0	0	4	0
Over $200.00	0	0	2	0
Totals	47	50	265	221

This table shows first that Community Colleges do charge for a number of credit offerings, substantially in several cases. Second, a great many noncredit offerings do not require fees although it should be noted that many of these occur in one district that also administers the high school adult programs, all of which are noncredit. However, if the list were expanded to include all 3,660 courses surveyed, it would be clear that there is little consistency among districts in terms of the type of courses for which credit is offered and fees are charged.

Since student services are a major concern in the off-campus area, each of the colleges surveyed was asked to provide information on the extent and type of student services provided. Several of the responses are quoted below.

- Services such as counseling, testing, placement, library facilities, etc., are difficult to provide the further distant the off-campus location happens to be, at least in comparison to those services provided to students on campus. Off-Campus centers where large numbers of classes are offered, of course, provide more services such as counseling and testing. These kinds of services vary in their importance for off-campus instruction. They are very important to those who are degree candidates but for those who are essentially continuing education students, we find that these services, though somewhat desirable are

not absolutely necessary However, it is believed that the existence of library facilities is very desirable in all cases.

There are very few student services provided to the off-campus locations. Before Proposition 13, we did have some counseling service occasionally. However, counseling service is only available on campus for evening students. Off-campus students may make an appointment and travel to the campus to meet with a counselor At the present time having counselors available off campus is not economically feasible.

- No student services are provided off-campus students other than off-campus registration and off-campus book purchasing. The loss of library facilities is probably the most serious disadvantage of such classes although the lack of collegiate atmosphere is also important.

  The absence of counseling services is not considered to be serious because it is assumed that off-campus students will become on-campus students within a reasonable length of time. The off-campus program is not large enough to permit a student to complete a course of studies off campus.

- The only support service offered at the locations is that of admission and enrollment. However, other support services are available on campus in the evenings and the library is open weekends to serve students from off-campus locations The cost of providing support services at each location would be prohibitive.

- Counseling on a limited scale has been provided. Our experience has shown that most of our off-campus students do not expect or demand services more commonly utilized by full-time day and evening part-time students. We do encourage instructors to read weekly bulletins to their classes and encourage students to take advantage of on-campus services. I believe that there is less need for these services off campus, but for certain classes and locations the need is there.

What emerges from the colleges' comments is generally consistent Most stated that there are very few services provided at locations offering only a small number of courses; several noted that the potential cost involved was the reason. Those colleges that maintain larger centers, however, all reported that a range of services was provided which, if not exactly comparable to those found on campus,

was at least sufficient to meet students' basic needs. Several colleges appear to feel that the availability of services on campus is sufficient for off-campus students as well, a claim that should probably be questioned on the grounds that if students were able to go to the campus, there would be little need for off-campus courses. Finally, the most consistently deficient but possibly the most important service, is the library. Of the twelve colleges that commented on student services, only six mentioned libraries Of these, none claimed to provide comprehensive library services, and a few noted that students were expected to use either the local public libraries or to travel to the campus. One college noted, "The loss of library facilities is probably the most serious disadvantage of such classes. . . "

The surveyed colleges were also asked to provide "any studies of the costs of off-campus instruction, either independently or in comparison to on-campus costs " Among the respondents, only one provided any data. This college's report is shown as Table 16.

TABLE 16

REPORTED INCOME FROM STATE SOURCES IN ONE CALIFORNIA COMMUNITY COLLEGE FALL 1977

Location	Number of Classes	ADA Reported	Income from State Sources	Profit to District	Loss to District
1	2	4 19	$ 2,803	$ 481	$ --
2	1	2 46	1,646	466	--
3	1	2.28	1,525	569	--
4	1	1.91	1,278	--	1,088
5	19	58 10	38,882	12,878	--
6	13	36 20	24,218	6,906	--
7	6	9 57	6,402	--	484
8	1	1 09	729	--	212
9	4	10.75	7,192	2,936	--
10	17	48.28	32,299	2,313	--
11	11	12 80	8,562	--	10,627
12	1	2.00	1,338	268	--
13	1	1.46	977	284	--
14	1	1 91	1,278	402	--
15	0	0	0	--	131
16	1	1.15	769	--	62
Totals	80	194 15	$129,898	$27,513	$12,604
Net Profit to District				$14,909	

Obviously, it is hazardous to draw conclusions based upon data from only one of the over one hundred Community Colleges in the California system. Nevertheless, some tentative observations can be made The college in question is of both average wealth and student population.

It maintains an off-campus program that is smaller than average--16 locations versus the statewide mean of 25.1 The college conducts its off-campus courses almost entirely with part-time faculty (98 percent), which almost certainly has much to do with the fact that it is able to support them without using local funds and still show a surplus from State apportionments In districts employing greater numbers of full-time faculty, it is certainly possible that this surplus would be smaller or nonexistent

A major consideration is the fact that these data were reported prior to the passage of Proposition 13, at a time when State support for a district of this relative assessed valuation would have received less than half of its total support from the State In this case, the district received $669 per unit of average daily attendance, an amount which has more than doubled since 1977-78. This fact alone appears to provide some Community Colleges with a powerful incentive to employ more part-time personnel since it is often possible to conduct such courses for less money than is received from the State. This question may be applicable not only to off-campus education, but to courses offered on campus that are taught by part-time faculty as well.

Just as Evans noted that the finance formula which provided different amounts of support for adults and non-adults made little sense, so too does any formula based strictly on location. Logic may eventually lead to a system whereby districts are supported on the basis of the type of faculty teaching the courses rather than on either the type of students enrolled or the location at which they are taught

This discussion leads naturally to a consideration of the faculty members themselves. Earlier, Table 12 noted that in the fourteen colleges reporting data, 83 4 percent of the courses were taught by part-time faculty Thirteen of the colleges also reported salary schedules for these faculty. For full-time faculty, salaries are based on both years of service and educational level and are reported on the basis of a full teaching load of fifteen units. For part-time faculty, compensation is based either on a dollar amount paid per class hour taught or on an amount per semester/quarter unit. Table 17 shows the hourly rates for the reporting colleges. All are for instructors in lecture classes (credit) with a master's degree and one year of experience

TABLE 17

HOURLY RATES FOR PART-TIME INSTRUCTORS AT THIRTEEN CALIFORNIA COMMUNITY COLLEGES 1979-80

College	Hourly Rate
A	$18.85
B	18.99
C	17.72
D	15.25
E	18.61
F	14.05
G	23.35
H	16.00
I	19.62
J	13.40
K	19.89
L	19.89
M	25.61

The mean hourly rate for part-time instructors in Table 17 is $18.55. Assuming each unit of work involves sixteen hours of class time and a full load represents fifteen units of work, the annualized salary for a part-time instructor (with a master's degree and one year's experience) teaching credit courses in a lecture format is $8,904 per year. The salaries paid to regular faculty teaching the same type of courses and with the same educational preparation and experience is as follows:

TABLE 18

ANNUAL SALARIES FOR FULL-TIME COMMUNITY COLLEGE FACULTY WITH ONE YEAR'S EXPERIENCE AND A MASTER'S DEGREE 1977-78

College	Annual Salary
A	$15,709
B	12,942
C	15,580
D	14,385
E	13,382
F	14,660
G	15,842
H	14,660
I	15,339
J	14,735
K	14,330
L	15,117
M	15,808

The mean of these figures is $14,806--$5,902 per year more than the annualized salary of the part-time instructor This means that it would cost only about 60 percent as much to hire part-time instructors as full-time, a difference of such magnitude that off-campus classes might be prohibitively expensive if districts were required to use regular faculty. However, the fact that the figures shown above in Table 18 are for the 1977-78 year, while those in Table 17 are for 1979-80, means that the salary distance between the full-time and part-time faculty is now even greater. Also, part-time faculty receive very few fringe benefits, a fact that probably reduces the cost of such faculty to less than half that of full-time faculty. This subject will be explored in greater detail in the Commission's final report on faculty salaries for 1980-81, which will be released in May 1980.

The breadth of offerings in off-campus operations in the Community Colleges can only be described as staggering Virtually any subject in which people might be interested is offered somewhere. Not only are there the standard academic subjects of English, history, mathematics, economics, sciences, languages, government, and the like, there are also special training programs for nurses, police officers, fire fighters, and the full range of trades. Literally hundreds of the 3,660 courses reported by the fourteen responding colleges include subjects in personal development, physical fitness, practical psychology, and hobbies of every description. The listing of 283 courses in Appendix D is presented for illustrative purposes and was derived by taking every tenth course listed, excluding duplicate sections of the same course.

There can be little doubt that many of the courses offered at no charge by the Community Colleges are similar to those offered for substantial fees by the extension divisions of both the University of California and the California State University and Colleges. For example, where English as a Second Language is offered free at most Community Colleges, UCLA Extension conducts intensive courses in the same subject for as much as $360 per term. Similarly, courses in various aspects of the real estate business are offered at many Community Colleges, generally with no fees At UCLA, such courses are offered at various fees, usually ranging between $65 and $95. At CSU, Hayward, the fee is $40 for the course, plus $28.50 for books. Accounting is another course typically offered in many Community Colleges and the extension divisions. None of the Community Colleges in the survey charged a fee for its accounting courses. At the University of California, San Diego, the fee is $85 At San Francisco State University, it is $150.

Quite clearly, this very brief list could be expanded greatly but such length should not be necessary to make the point. It is very clear that the Community Colleges have a decisive competitive advantage in a number of course areas, a fact which doubtless contributes significantly to their domination of off-campus instruction. The fact that the extension divisions of the four-year segments are as successful as they are is probably due to their inventiveness in offering courses that are not provided by the local Community Colleges and to the fact that many students are willing to pay the higher fees in order to benefit from what they may consider to be the greater selectivity or prestige of a four-year institution Both factors may go far in explaining the success of the independent colleges and universities as well

Independent Colleges and Universities

The primary factor that distinguishes off-campus educational activities in the independent colleges and universities from those of the public segments is the emphasis on degree programs. As noted in the discussion of the Commission's inventory of off-campus locations and programs, almost 40 percent of the locations maintained by independent institutions during the Fall of 1978 offered degree programs, compared to the percentages of 3.7, 4.9, and 7.8 in the University, the State University, and the Community Colleges, respectively. Also noted in the inventory was the fact that most of these programs were within four disciplines: 195 in business and management, 139 in education, 122 in the social sciences, and 94 in public affairs and services. These four disciplines represented 75 percent of the total programs reported by the independent institutions, a higher percentage than for any other segment.

The inventory also showed that the independent institutions are heavily involved at military bases, with 16.4 percent of their locations so situated; this is more than twice the percentage maintained by the State University and over three times that of either of the other two public segments. The independents were also using hospitals and office buildings far more often, proportionately, than the public institutions. As with two of the public segments (the notable exception being the University of California), most of the facilities were donated (73.9 percent).

Another major difference between the independent and the public segments was distance from the parent campus. This is shown in Table 19.

TABLE 19

DISTANCE FROM MAIN CAMPUS TO OFF-CAMPUS LOCATION
BY NUMBER OF LOCATIONS AND SEGMENT

Fall 1978

Distance in Miles	UC Percent	CSUC Percent	CCC Percent	IND Percent	Total Percent
0 - 10	17.2%	35.7%	72.5%	12.6%	53 3%
10 - 100	65.7	56 9	26.9	53 7	38.2
Over 100	16.8	5.3	0.6	30.8	7 7
Out-of-State	0.4	2.1	0.0	2.9	0.8
Total	100.0%	100.0%	100.0%	100.0%	100.0%

This table has been compressed from Table 12 of the Commission's inventory (Appendix B) to provide a more graphic illustration of the distance factor. Clearly, very few of the off-campus locations maintained by the independent institutions are close to a main campus, a fact which shows the efforts they are making to develop statewide constituencies for their programs.

Although this report has not attempted to analyze off-campus operations in the independent sector to the same extent as in the public institutions, one report developed by the Association of Independent California Colleges and Universities (AICCU) does deserve specific mention. This is a survey of faculty and student characteristics for lifelong learning programs that was conducted by Dr. Leo Richards of the University of Southern California School of Education. Dr. Richards examined a number of independent colleges and universities that maintain continuing education programs of substantial size. While not all of these were conducted off-campus, he offered the view that off-campus locations were probably in the majority, a fact which makes his study relevant to the present effort. The responses (in percentages) are shown in Appendix E

The data from Dr. Richards' survey help to provide a profile of the type of students involved in continuing education programs at the independent institutions, and it is interesting that the profile

does not differ markedly from similar surveys undertaken by the University of California and by the Bureau of Social Science Research. Although there is great diversity within this student population, it does appear that the typical student involved is a 32-year-old white male United States citizen, who is married with not more than one child, employed full-time at an income of approximately $20,000 per year and probably owns his own home. He has already earned an Associate of Arts degree and is studying for a bachelors degree on a part-time basis, an objective which he believes will advance a career that is established but where further advancement is not likely with his present credentials. This is especially true if he is employed in a management capacity, which is probable. It is also likely that he is paying for the course without the benefit of scholarships, grants, or loans, although he may be getting some help from his employer and, if he is a veteran, from the Veterans Administration or the GI Bill Most likely, he heard about the course through a prior association with a postsecondary educational institution, since the most commonly mentioned sources of information are word-of-mounth, a recommendation by a counselor, or a bulletin board flyer. If he did not hear about the course on campus, it is probable that the campus may have done some advertising through the media or distributed flyers at his office He took the specific course in question because he believed that it was not available anywhere else and because it was offered at a convenient location His round trip travel to the course is probably not more than fifteen miles.

The instructor survey conducted by Dr. Richards for AICCU sheds additional light on the type of courses offered at independent institutions, as well as on the qualifications of the people teaching them. Appendix F shows the results.

This survey fills in many of the previous data gaps concerning independent institutions For example, the survey confirms several widely held opinions concerning the nature of continuing education programs in all segments. These programs are offered in traditional formats (lecture/discussion) with traditional grading systems at late afternoon and evening hours during the week. In these particulars, they are little different from continuing education programs in the public segments The vast majority of these programs are offered off-campus (76.9%). While the information on degrees held by continuing education instructors is interesting, a lack of comparable data for the public segments makes comparisons impossible What does emerge, however, is the fact that the independent institutions are strongly oriented towards degree programs and courses that carry degree credit This fact was suggested by the data from the Commission's inventory and appears to be confirmed here, with almost 90 percent of the courses being acceptable towards a degree in the twelve institutions surveyd.

Because of this, it is certainly possible to conclude that the independent institutions are conducting their off-campus and/or continuing education activities in a very different way than their public counterparts, with the notable exception of the State University Consortium which is similarly oriented towards degree production.

To summarize this discussion of California's higher education segments, a few observations are in order Although the data are limited, it does appear that all four segments are serving similar groups of people in terms of their demographic characteristics but doing it in slightly different ways.

The University of California's off-campus courses are offered almost entirely through University Extension, with a majority in the noncredit area. During the 1978-79 academic year, the University recorded a total of 379,452 course registrations in Extension, 59 percent of which were noncredit. Although the attempt was made to establish the Extended University, that effort has been abandoned primarily due to the cutoff of State funds.

At the State University, extension programs are maintained in much the same way as at the University with a great diversity of interests being served on a self-supporting basis. The State University also maintains a large off-campus credit program, however, which the University does not. This is conducted by way of external degree programs which are totally self-supporting; individual credit courses which are generally State supported but which are normally applicable for degree credit; and the Consortium which is, again, self-supporting. Probably the most important distinction to be made between the two four-year segments is that of commitment to off-campus degree programs; it seems reasonably clear that the commitment is very strong at the State University and virtually nonexistant at the University. The reasons for this difference are not entirely clear, but may result simply from a difference in the respective philosophies of the central administrations

The Community Colleges operate the largest number of off-campus courses, about three times as many as the other three segments combined. In terms of course registrations, 447,684 were reported for the Fall of 1978 for all four segments, 81 3 percent of which were in the Community Colleges. Unlike the four-year segments, the Community Colleges enjoy the benefits of tuition free course offerings for the vast majority of their courses, a fact that undoubtedly contributes to the large enrollments they attract. The courses cover a vast array of subjects and are offered at approximately 2,500 off-campus locations, most of them in elementary and secondary schools, office buildings, or storefronts Financial support from the State appears to be generous, since the overwhelming

majority of off-campus courses are taught by part-time faculty, who are paid only one half to two-thirds as much as regular faculty, and since support services at off-campus locations are minimal in most cases. A possibility, confirmed by one Community College, that needs to be explored is that State spportionments to districts generally exceed the amount needed to finance off-campus instruction. As with the other segments, a complete array of student services seems to be available only in the larger, permanent centers that are either owned or leased by the districts operating them.

Independent institutions concentrate more heavily on degree programs than do the public segments and much less on courses that fall under the general headings of "recreational" or "community service" in the public sector Further, almost all courses offered by the independent institutions carry degree credit, whether or not a complete degree can be earned at a single location. Of the 3,329 courses reported by independent institutions for Fall 1978, almost 90 percent were countable towards a degree. This compares to figures of 55.6 percent, 82.7 percent, and 72.4 percent at the University, the State University, and the Community Colleges, respectively.

An examination of limited demographic data compiled by the University of California, the Association of Independent California Colleges and Universities, and the Bureau of Social Science Research, as well as conversations with segmental representatives, indicates that all four segments are serving populations with very similar demographic characteristics. For the most part, they are in their thirties, work full time, go to school part time, earn more than either national or State average incomes, and are married and supporting small families. Although men predominate, the margin is narrow; also, virtually all students contacted indicated that they had had some prior postsecondary educational experience, though few had completed as much as a bachelor's degree.

CHAPTER 6

THE ISSUES. ACCESS, FINANCE, QUALITY

ACCESS

In its original Five-Year Plan for postsecondary education in California, the Postsecondary Education Commission articulated a number of State goals. First among them was "Access and Retention," a category which included the following subgoals:

1 Insure that all persons have convenient access to educational and career counseling in order that they be encouraged to make informed choices from among all available options.

2. Maximize physical access to educational institutions, centers, programs, and services.

3 Insure that all learners be provided adequate student support services to enable them to participate fully in postsecondary education.

4. Foster postsecondary education services which allow an individual to pursue educational and career goals throughout life. 86/

The first of three updates to this plan was published the following year, and it maintained access as the State's first priority, although with a slightly different emphasis

Priority I: Equal Educational Opportunity Access and Retention

State Goals

Work toward the equitable participation of ethnic minorities, women, the economically disadvantaged, older adults, and the handicapped in the admission and retention of postsecondary education students

Foster a well-articulated system of programs and services in postsecondary education which is responsive to individual education needs, in order to provide the opportunity for students to progress at a rate appropriate to their abilities.

> Maximize physical access to educational institutions, centers, programs, or services 87/

Not only was access still the first priority, the second priority was "Lifelong Learning," a goal which included the following.

> Priority II: Lifelong Learning
>
> State Goals
>
> Determine the need for new services to part-time adult students and the best means for meeting this need
>
> Maximize physical access to educational institutions, centers, programs, or services.
>
> Provide maximum flexibility in the mode and format of instruction and in instructional media in order to encourage and facilitate individual learning
>
> Encourage postsecondary education to develop a comprehensive system of valid measures for knowledge gained both inside and outside formal academic programs.
>
> Work to eliminate financial barriers which prevent students from selecting and pursuing the educational or occupational program for which they are qualified. 88/

The 1978 and 1979 updates may have revealed more about the state of access in California by what they did not say than by what they did Both concentrated on access and retention for selected populations, particularly ethnic minorities, women, low-income students, the handicapped, and the elderly. In doing so, the Commission clearly recognized a fact that has become obvious to most people; access for Californians is now almost universal as well as affordable.

The fact that special problems of access remain, as they surely do, may well speak more to this State's success than to its failure, since the traditional tendency in government has been to serve broadly based constituencies first. The entire developmental process of California higher education clearly demonstrates this. The Master Plan was not directed at the specific kinds of groups mentioned in the Commission's Five-Year Plans and its updates, but to the entire population of the State It was only after the realization that those who were in less fortunate circumstances were not participating that special programs to serve them emerged

Such special programs are not as common at off-campus locations. The available demographic information leads to the conclusion that the

average off-campus student is less likely to be a member of a minority group and more likely to be in good financial circumstances than the average on-campus student As the Bureau of Social Science Research noted:

> It is also important to point out that the degree completers we studied are a fairly select group--men and women with considerable prior traditional education who were relatively affluent. The programs they completed were designed for older students, for whom residence requirements and classroom attendance present major obstacles, but who are quite capable of dealing with traditional academic requirements. While the external degree option appeared to be an attractive one for motivated and well-prepared men and especially women who missed out on completing college earlier in life, we feel it is unlikely to be viable for adult degree-seekers who need to overcome serious educational deficits or who seek radical academic alternatives. 89/

Thus, if access is defined as the provision of services at the greatest number of locations over the widest span of time during the day and on weekends and at no or modest cost, few could successfully argue that California does not have virtually universal access, both on and off campus. It is true that some very isolated communities do not have programs available, but it is also true that most of those communities could not generate sufficient students to make such programs economically viable. Even with this minor difficulty, the argument for the existence of nearly universal access remains very much intact.

If, on the other hand, access is measured by the degree of participation of ethnic minorities and the poor, then off-campus education is probably doing a less satisfactory job than on-campus education Equally probable is that the majority of off-campus programs will continue to be less satisfactory for the foreseeable future. As defined by the Five-Year Plan, access may well involve aggressive attempts by the institutions themselves to bring disadvantaged students into academic programs, and to meet their special needs after they have enrolled. These needs certainly include educational opportunity programs with components of extensive counseling, tutoring, testing, and the like, as well as generous amounts of student financial aid and even the application of alternative admissions criteria. Experience on campus has clearly shown that such services are essential if poorly prepared students are to be successful, a fact that probably renders most off-campus operations less useful to the disadvantaged.

In the Community Colleges, there is virtually no demographic data on off-campus students. In conversations with Community College administrators, however, it appears that students for whom access has been most difficult, such as the handicapped and ethnic minorities, have gravitated to the larger off-campus centers if they have participated at all. One Community College administrator stated the problem in very strong terms

> It has been our experience that while off-campus classes can meet a real need in some circumstances and many times are the only way of meeting that need, in general such classes are inferior to on-campus classes. Off-campus classes involve many administrative and communication problems, are usually in lesser facilities, have very few support services, provide only limited contacts for the instructor including evaluation contacts, are plagued by passing trains, drunks, flies, etc , etc , and do not convey any sense of association with the college to students or to teachers. The only way to overcome these difficulties, it seems, is to establish a sufficiently large single location program, which virtually is a second campus.

Certainly, not all Community College administrators would agree with this statement, but the indictment may be sound in many respects. To the extent it is true, off-campus education does not encourage participation by students who are not highly motivated and reasonably self-sufficient. Thus, while off-campus courses and programs provide opportunities to many who, for various reasons, cannot attend on campus, they may do little for those who need out-of-class support to achieve in-class success This problem is related to both financial support for the needed services and to the overall quality of off-campus education.

FINANCE

Although the ways in which the on-campus programs of the public segments of higher education are financed by the State are certainly diverse, they nevertheless fall into two basic categories: (1) the block grant, which is based on an allocation formula written into statute; and (2) the direct appropriation, which is based on detailed budget review by both executive and legislative agencies. For the latter, most funds are allocated on the basis of enrollment-driven formulas, with legislative discretion exercised over not more than 10 percent of the total funds. To this extent, the funding mechanisms for the three segments are fairly similar for at least 90 percent of the appropriations

Such similarity, however, is not present with respect to programs of continuing education and/or lifelong learning, most of which are conducted off campus. At the University, all continuing education is conducted through University Extension and all of it is self-supporting, even those courses which are offered for degree credit and are transferable. There are no State appropriations for the support of these courses or, since funding for the Extended University was eliminated, for any courses offered off campus Students enrolled in the Extended University do not pay full self-support fees, but that is only because State support has been replaced by Regents funds until students currently enrolled have completed their programs. Course fees in University Extension vary widely but most are in the range of $80 to $90 per course

State University Extension is supported in approximately the same way as University of California Extension. It is a totally self-supporting operation maintained through a special revolving fund over which the Trustees have virtually total control. Students are charged full fees for courses offered, and it is the Trustees' responsibility to insure that the special fund continues to be solvent In this sense, there is little difference between the two four-year segments in the financing of continuing education programs.

The real differences come with the fact that there is a considerable amount of State support for off-campus education in the State University where there is none at the University. The State University offers courses in several categories, in addition to those offered on campus as part of regular programs. These categories include: (1) courses offered off campus to regularly qualified students; (2) courses offered as part of a complete external degree program; (3) courses offered as part of a degree program sponsored by the State University Consortium, and (4) courses offered through State University Extension, some of which are for credit and are transferable. Degree credit may also be earned through summer sessions which are totally self-supporting, but these are almost always conducted on campus.

At the present time, the State provides full support for all courses offered off campus to regularly qualified students, provided they are not enrolled in State University Extension, a campus external degree program, or the Consortium. If they are, they must pay full fees for the course or courses in which they are enrolled. At present (1979-80 academic year), fees for external degree programs average approximately $45 for each unit of credit--an average of $675 for a full course load. By contrast, students enrolled for a full load on campus pay about $100 per term.

The Ventura Learning Center provides an example of how differential funding arrangements may operate at a single location. This Center is operated jointly by the University and the State University. It offers both individual courses and complete degree programs in a variety of fields, all of which can also be found on most campuses of both systems. Students who are regularly admitted to CSU, Northridge, pay fees of $87 if they are enrolled in from one to six units of work, and $102 for more than six units. If they are not admitted to CSU, Northridge, but enroll through State University Extension, they pay $40 per unit If they are enrolled in an external degree program, also sponsored by CSU, Northridge, they will pay between $55 and $70 per unit, depending on the program. If they are regularly admitted to UC, Santa Barbara, they will pay $192.20 for one class, $198 20 for two classes, and $248.20 for three classes if they are undergraduates, and $256 70, regardless of the number of classes, if they are graduate students. Thus, it is certainly to the student's advantage to take courses after being admitted to the Northridge campus and to avoid formal affiliation with the external degree program. The courses will still be available for credit and applicable toward the degree. The only difference is that it will be much less expensive to enroll.

The Consortium is similar to campus-based external degree programs but has a separate administrative structure. Although it has no physical facilities, the Consortium is nevertheless considered to be the State University's twentieth campus since it has the authority to award its own degrees and carries separate accreditation from the Western Association of Schools and Colleges. Consortium classes may be offered either on or off campus and are fully supported by student fees, which currently average about $50 per semester unit, slightly higher than for external degree students. Thus, the student charges for various aspects of State University programming are as follows:

TABLE 20

STUDENT FEES FOR A FULL-TIME STUDENT AT
THE CALIFORNIA STATE UNIVERSITY AND COLLEGES
(1978-79 ANNUAL COSTS, 30 UNITS)

Category	Fee
Regular, On campus	$205
Off Campus (courses for students (admitted as regular) (students as sponsoring campus)	$205
Off Campus (external degree students)	$1,350[1]
CSUC Extension (On- or Off-Campus)	$1,110[2]
Consortium	$1,500[3]

1 Based on an average of $45 per semester unit of work.
2. Based on an average of $37 per semester unit of work.
3. Based on an average of $50 per semester unit of work.

In the California Community Colleges, there are virtually no fees of any consequence for courses, whether on or off campus, credit or noncredit. The only major exceptions to this rule are certain programs in police science and dental technology, where fees of up to $240 are charged. Of the 3,550 courses surveyed by Commission staff in fourteen Community Colleges, 85.6 percent had no fee. 90/ Table 21 shows the distribution for both credit and noncredit courses.

TABLE 21

COURSES FOR WHICH FEES ARE CHARGED IN
FOURTEEN COMMUNITY COLLEGES
FALL 1979

Type of Course	Fee Charged		Fee Not Charged		
	Number of Courses	Percent	Number of Courses	Percent	Total
Credit	210	5.9%	1,809	51.0%	56.9%
Non Credit	302	8.5	1,229	34.6	43.1
Total	512	14.4%	3,038	85.6%	100.0%

This, however, may be somewhat misleading since even in cases where fees are charged, they are normally minimal, as indicated in Table 22.

TABLE 22

FEES CHARGED FOR OFF-CAMPUS COURSES IN FOURTEEN CALIFORNIA COMMUNITY COLLEGES FALL 1979

Fee Category	Credit Courses Number of Courses	Credit Courses Percent	Non-Credit Courses Number of Courses	Non-Credit Courses Percent	Percent Totals
$ 0.00 - $ 1.00	65	12.7%	7	1 4%	14 1%
$ 1 01 - $ 5.00	65	12.7	79	15 4	28 1
$ 5 01 - $ 10 00	34	6 6	75	14.7	21 3
$ 10 01 - $ 20 00	17	3.3	99	19.3	22 6
$ 20 01 - $ 50.00	15	2 9	41	8.0	10.9
$ 50 01 - $100.00	2	0.4	1	0.2	0.6
$100.01 - $200.00	4	0.8	0	0.0	0 8
$200.01 and Over	8	1 6	0	0 0	1 6
Totals	210	41.0%	302	59.0%	100.0%

In many cases, the fees charged are not course fees at all but laboratory fees or fees for supplies and equipment to be used in the course Nevertheless, since they are part of the cost of taking a particular course, they have been included

As the table shows, 63.5 percent of the courses for which a fee is charged cost $10 or less, while 86.1 percent cost $20 or less. When all courses are analyzed, it may be stated that 90.8 percent of the off-campus courses surveyed in the fourteen colleges have a fee of $10 or less, while 85.6 percent have no fee Compared to the other public segments, and even more so with the independent colleges and universities, the Community Colleges are a demonstrable bargain for California students.

Although much less fee information is available for the independent institutions, the following fee schedule is in effect for the 1979-80 academic year

TABLE 23

UNDERGRADUATE TUITION PER UNIT OF
CREDIT AT SELECTED INDEPENDENT COLLEGES AND UNIVERSITIES

1979-80*

Institution	Tuition
St. Mary's College	$114.20
Chapman College	113.33
Golden Gate University	54.00
Occidental College	158 40
Pepperdine University	143.00
University of Redlands	106.67
University of Santa Clara	118.10
University of Southern California	140 00
United States International University	108.00
Average per unit of credit	117.30

*The tuition fees listed are all from the 1979-80 catalogs of the respective institutions, with the exception of those for Chapman and Golden Gate which are from 1978-79. Where costs were indicated as off campus, extended university, continuing education, or similar appellation, they were used When no differentiation between regular and alternative courses was made, the single fee listed in the catalog was used

To summarize the fee structures of the four segments, it is clear that the independent segment is by far the most expensive for the student, more so even than the self-supporting programs of either University of California Extension or the State University Consortium--in some cases more than triple the amount The reasons for this are not entirely clear, but could result from greater success by the public institutions in obtaining facilities at lower costs through cooperative agreements with other public agencies such

as the public school system In addition, the public institutions have shown no reluctance to use part-time faculty, who are less expensive. Finally, the independent institutions may not view their off-campus programs as strictly self-supporting in the same way the publics do, but may regard them as revenue generators. A similar motivation may be present in some Community College districts as well.

The phenomenon of off-campus education as it has mushroomed in the 1970s has spawned a number of theories of causality, one of which is what Lewis B. Mayhew of Stanford University has termed "declining industry" behavior. In a paper presented to the National Forum of the College Board in October of 1976, he outlined his thesis:

> The real problem is that after 1968 for some reason or reasons, in a time of slowdown of resources, higher education sought to expand its services, in many different ways to many different groups of people. Not only should blacks be served, but so also should the aged, the infirm, the person in mid-career and the person who in middle age just wanted the personal satisfaction of having a college degree.
>
> . . . (an) explanation . . which must be considered is that beginning in the late 1960s American higher education began to take on a number of the characteristics of a declining industry--declining at least relative to the prior period of expansion. The indexes were clear. Financial support, enrollments, public regard, all began to falter and a time could be anticipated when absolute declines would be the rule. There were more teachers than positions and that situation would worsen. Already unused physical plant capacity had appeared here and there, especially in private institutions.
>
> Generally, when industries begin to decline they begin to do and experience specific acts and conditions. Leadership begins to age and to lose the joy which comes from expansion More potential workers are available for the declining number of positions and the surplus hunt for, or try to create positions which are close to or resemble the mainline positions now closed to them. Institutions begin frenzied activities to invent new products and to find new clients or to reattract clients who ceased to seek service. As the decline deepens, there comes widespread distrust of the previously prevailing ideology and a search for new beliefs which might recapture the magic of earlier, happier and expanding

times. Older myths are called into question, frequently on the ground that they failed because they had grown too remote from external verities.

In declining industries those who have jobs seek to hold them and to deny new people from entering. And this is clearly illustrated by the growth of unionism A seeming contradiction is the phenomenon, which developed at about the same time, of rationalizing and using part-time and untrained people in professional capacities. Some of this is institutional response to the cost question. It is cheaper to use part time and less qualified people than to use full time and appropriately credentialled ones The economic element can be obscured by the claim that such people can bring more relevance into the classroom. Thus the classic instance of threat of decline, producing economies, justified by rejecting an old myth and replacing it with a new one 91/

Mayhew's argument is interesting and undoubtedly warrants serious consideration. He has made at least a prima facie case that economics have played a very large role in the expansion of off-campus courses and programs, a theory that may have particular applicability to the Community Colleges and the independent institutions. If it can be finally demonstrated that off-campus programs at two-year institutions are less expensive to offer than the State support provided for them, Mayhew's case would be strengthened substantially.

While doubtless controversial, Mayhew is not the only one to make the declining industry argument. Ward and Templin have stated

The sudden and rapidly growing interest in lifelong learning, which only recently has captured the imagination of American teachers and educational leaders, is born in a time of crisis for educational institutions facing declining enrollments, spiraling costs, and waning public support. The discovery that, in the recent past, increasing numbers of adults have been enrolling as part-time students is being heralded as the future economic salvation of many schools, colleges, and universities

Juxtaposed against the growing demand of adults for learning opportunities are schools now facing declining enrollments among their traditional students. Declaring the growing population of adult learners "open game," many community schools, community colleges and technical institutes, and colleges and universities are scrambling to attract these new students, thus hoping to offset the prospect of fewer students. 92/

Whether or not this "demand" is real, or merely the result of aggressive advertising and minimal enrollment fees, is a matter that warrants extensive examination With little question, those students enrolling in the very expensive programs offered by independent colleges and universities may be considered as "demanding" educational services, with the possible exception of those whose fees are paid for by either their employer or by the military, a situation which occurs in some cases. Equally real is the demand behavior exhibited by persons enrolling in courses and programs sponsored by public institutions where no public funds are involved and full fees charged A similar claim may be made for students enrolling at proprietary institutions. A lesser claim may be made for State University students enrolled in off-campus classes where the fees are similar to those charged on campus. While these fees are not trivial, they may be sufficient to discourage potential students whose educational motivations are weak and who might only consider taking a course as an alternative to some other recreational pursuit.

But in the Community Colleges, a real question inevitably arises. As noted earlier, 90.8 percent of the classes surveyed by Commission staff charged fees of $10 or less to enroll. Additionally, many Community College districts engage in highly visible advertising campaigns. Finally, Proposition 13 led to the institution of a number of modest fees in courses for which no fee had previously been charged, an action that led to a drop of 108,254 course registrations between 1976 and 1978, 70 percent of them in the non-credit area These circumstances tend to encourage the belief that many students may have only a casual interest in educational pursuits

In a recent article, Jacob B. Michaelsen discussed the behavior of school and Community College districts over the past several years with regard to lifelong learning activities. He notes that in one northern California school district:

> . . the enrollment-driven funds opened the possibility of the emergence of an excess of incremental receipts over incremental costs so substantial that it could insure that there would be no financial limits to expansion. In fact, the expansion of adult enrollments began . . immediately after the passage of the new law and, by the beginning of the 1975-76 school year, had almost tripled Program costs consumed only 60 percent of revenues, leaving the remaining 40 percent for use in programs elsewhere in the district. The incentive for expansion is clear.
>
> Thus, without an explicit or even implicit mandate, California school and Community College districts

> dramatically increased adult learning opportunities in the form of tied entitlements to whatever courses and programs they mounted. The districts were guided in what they mounted only by the very general stipulations of pre-existing law which turned out to have very little force. 93/

The funding law currently in effect for Community Colleges (AB 8) differs in several important respects from previous apportionment formulas. It provides for a maximum annual amount of State money that districts can receive with the previous year's ADA funded at one level and all growth ADA funded at a lesser amount. There is a specific amount budgeted by the State for growth, which means that the greater the enrollment increase, the less each district will receive per ADA. Nevertheless, some districts may conclude that even the lesser amount provided for growth is still greater than the cost of providing courses taught by low-cost part-time faculty. It is only when all districts come to the same conclusion, and growth becomes so great that the amount provided for each new ADA becomes very small, that economic disincentives will emerge. Although this is a risk which administrators must consider, such fiscal necessities as the requirements of collective bargaining agreements or any of a number of on-campus needs may lead to the conclusion that such risks are acceptable. Thus, while AB 8 does not provide the expansionary incentives inherent in the open-ended formulas of previous apportionment laws, it has not entirely eliminated those incentives either.

The counter argument to the view that off-campus education in the Community Colleges has grown to its current size purely as a result of attempts by administrators to generate additional State apportionments has been stated by Richard Jonsen:

> Clearly, there are unmet needs in the provision of learning opportunities for adults and in the access of adults to those opportunities Equally clear, lifelong learning does not simply describe what colleges and universities do in response to the prospect of dwindling enrollments. 94/

Jonsen, of course, is entirely correct. There can be no question but that all segments of higher education have attempted to respond to societal needs that many feel are both unmet and pressing Where some programs and courses may have been created through the advertising campaigns of school administrators, it is also true that many people have been served who desired education but were unaware of the opportunities. Further, it is not enough to say that differential student fees among the segments are inherently unfair, since it has long been public policy, at least implicitly, that the

University of California should be the most expensive of the public segments and that the California Community Colleges should be tuition free While many may argue that such a principle should apply only to basic academic subjects and to vocational education programs, Jonsen offers a mild rebuttal·

> . . . the broad scope of the community college mission may make the distinction between credit and non-credit less sharp than it is at the four-year level. It is perhaps easier to identify course activities as legitimate credit-producing activities in the latter situation. In community colleges the scope of what is considered credit, and thus to be subsidized, is broad. This is substantiated by the fact that some states note that their community colleges give little or no non-credit work. 95/

It is also substantiated by the fact that, in California, a number of Community Colleges offer all their off-campus classes for credit.

What may emerge from this and other discussions of the role and function of off-campus education is a policy that will affect lifelong learning in general, whether on or off campus. Such a policy should establish categories of educational activity that are clearly in the public interest and therefore deserving of taxpayer support. Those that are perceived to lie outside of the defined categories should be placed on a self-supporting basis. In addition, financing systems, particularly those based on the institutional grant approach historically employed for the public schools and the Community Colleges, should be arranged in a manner that will provide neither incentives to expand for purely fiscal reasons nor disincentives to supply needed services. To be sure, this is a fine line, but it does appear that the present system provides a clear incentive for the use of part-time faculty in the Community Colleges, whether on or off campus. This is not a problem at the University, since Extension is a self-supporting activity At the State University, substantial numbers of part-time faculty are used. However, they are on the same salary schedule as full-time faculty except that the released time afforded to full-time faculty is not granted to part timers, a fact which results in an approximate 20 percent savings per full-time equivalent faculty position when part-timers are employed. Also, there is an added savings involved in the use of part-time faculty since they are not permitted to rise to the higher salary levels through merit adjustments. They do receive the range increases that are granted to all faculty by the Governor and the Legislature in most years, but the overall effect, especially in a steady state market with full-time faculty moving to higher ranks and few new people being hired at the lower ranks, is to provide an incentive for the employment of part-time faculty.

QUALITY

Standard 9 (Appendix G) of the Western Association of Schools and Colleges (WASC) states:

> Off-campus educational programs and degree or non-degree courses are integral parts of the institution. Their functions, goals, and objectives must be consonant with those of the institution. The institution should maintain quality control of all aspects of the program and provide appropriate resources to maintain this quality. 96/

The standard continues:

> The quality of off-campus programs and courses in terms of resource materials, faculty, level of instruction, adequacy of evaluation, and student services should meet the standards of quality which the institution sets for on-campus programs and courses The appropriate on-campus resources should be adequate to support the programs or courses offered at each off-campus site, in addition to resources needed for on-campus activities. 97/

There are also a number of subheadings to Standard 9 which WASC indicates are "some, though by no means all, components of [the] standard." In all, there are sixteen of these subheadings, five of which are quoted below·

> 9.A.5 Competence and credentials of instructors in off-campus programs and courses should be commensurate with those for on-campus instructors.
>
> 9.A.9 Student services appropriate to the clientele and their needs should be provided to students involved in off-campus programs and courses in a manner commensurate with those provided on-campus students. Students should be advised of the availability of these services.
>
> 9.A.10. Learning resources, including library facilities, laboratories, classrooms, study areas, offices, and other equipment and facilities, should be adequate to support the programs and courses offered at each off-campus site. The institution should document the availability of these resources to students.
>
> 9.A.11. Sufficient financial resources in addition to those required to support on-campus activities should be

committed to ensure comparable support of off-campus programs and courses.

9.A 14. Pay, recognition, benefits, and workloads for full-time and part-time faculty and staff involved with off-campus programs and courses [should be] . . . commensurate with those received by comparable personnel at the home campus, with any exceptions justified. 98/

These five standards fall generally into two categories: (1) faculty; and (2) support services, including libraries WASC believes that there should be broad parity between the competence, credentials, and compensation of both on- and off-campus faculty Concerning support services, the standard calls for a similar comparability, although such caveats as "appropriate to the clientele" and "adequate to support the programs and courses offered at each off-campus site" are listed How institutional administrators interpret the words "appropriate" and "adequate" may, to a great extent, determine the true educational viability of off-campus operations.

With regard to faculty, a strong clue as to how Standard 9 is implemented in practice comes from the Report of the Evaluation Visit to the Consortium of the California State University and Colleges, issued by WASC in 1976. Comments from the evaluation team included the following;

The team finds that the program proposal, review, and approval process is strengthened by the intensive and extensive involvement of regular faculty of the various CSUC campuses. The Consortium has, in our opinion, succeeded to a remarkable extent in involving regular, campus faculty in the curriculum planning and implementation phases of program offerings.

We stress this matter of faculty involvement because we believe that this characteristic, more than any other single dimension, insures extended degree programs of academic integrity Because the conferral of accredited status legitimizes the degree-granting authority of an educational institution, it is essential that an accreditation process inquire into the capability of the institution to set, maintain, and evaluate standards of academic quality. Traditionally in the area of higher education in the United States, the credentials and commitment of regular faculty members have been the devices upon which we have depended for the maintenance of standards 99/

With regard to libraries and support services in the Consortium, other comments are germane:

> . library resources appear to be adequate, and this is particularly true in those Consortium academic programs closely related to established campus degree programs, and where Consortium students have access to campus resources. 100/
>
> It is apparent that the Consortium has given careful thought to student support services. This area, which has been so deficient in many standard campus operations, becomes especially critical in externally offered programs. There is special urgency to provide adequate program information and diagnostic services to students. Opportunity must be available for students to discuss program options with knowledgeable persons, for consultation with faculty in regard to academic matters and program planning, and for at least an occasional convening of students in the program. These services are a significant part of the success of the program, and add to the cost of the program. 101/

What emerges from the WASC report is, if not a definition, at least a general description of the elements of academic quality. The clear implication is that quality requires the presence of persons who are formally trained in the subject matter being taught; who have contact with others similarly trained, albeit in different fields; and who have given considerable thought to the learning process. Quality should also involve certain physical amenities, including classrooms that are comfortable, well lighted, and relatively free of external noise or visual distractions. There must also be physical equipment appropriate to the courses taught, equipment that may only include furniture and a chalkboard in some cases, but which may also include modern scientific equipment, including audio-visual devices, in others Other factors are equally important including a library of appropriate size with trained staff to meet the needs of the teaching faculty and the students. Such a facility will vary greatly in both size and type depending on the purposes of the institution, but there are certain minimums that apply to each level of instruction from the freshman year to postdoctoral study

WASC noted that there should be opportunities "for at least an occasional convening of students in the program" and, in so doing, recognized the importance of student-to-student contact in the learning process. Anyone who has ever attended a campus as a resident student for as little as a single term will readily admit that much of the learning process occurs during "bull sessions" with fellow students. Although sometimes overlooked in discussions of

the components of academic quality, the basic intelligence and motivations of the students themselves are frequently an important determinant of the worth of the institution.

Quality also rests on the shoulders of the administration It is obvious that any quality college or university must have sound management in order to prevent the kind of administrative disorders that can destroy the tranquility of the learning environment, it is equally obvious that students have special needs that counselors are hired to address. These include a vast array of financial problems that can be met only by people knowledgeable in the intricacies of financial aid programs or who may be conversant with part-time jobs in the immediate area. In addition, counselors can administer aptitude tests, assist in developing a student's academic program, provide advice on housing, and help with placement when the student nears graduation. All of these activities tend to enhance the quality of any institution.

In looking at academic institutions, it is very clear that quality is determined by such factors as administration, faculty, support services, physical facilities and equipment, and students. Those with the best of these are universally recognized as the most prestigious. To a great extent, of course, quality is determined by the amount of money available; it is certainly no accident that the best universities and colleges are those which have received the greatest financial support over a period of years.

The question of quality to be addressed in this report has two parts (1) Do programs offered at off-campus locations meet minimum standards of quality? (2) Can off-campus programs maintain high standards of quality, or are there inherent difficulties that prevent such standards from being met. Richard Jonsen offers a comment:

> What is the government interest in the maintenance and improvement of quality in the provision of learning opportunities for adults? Recent activity at the state and federal levels to increase the monitoring and control of certain kinds of postsecondary institutions illustrates that, as one moves further away from the formal educational core, controls over the quality of learning activities weaken or vanish altogether. The maintenance of an open market, response to currently unmet needs, and reasonable protection of educational consumers are objectives not easily reached in concert. 102/

In New York, the State Education Department addressed the matter in unequivocal terms:

> In recent years, college work offered at off-campus sites has proliferated at a rapid rate. The New York State Education Department has been concerned that the maintenance of quality in these programs has not kept pace with the success of colleges in expanding delivery systems to new student populations. The dilution of quality in off-campus operations has been signaled by several indicators; heavy dependence on adjunct faculty, who are frequently marginal in qualifications and who carry excessive overall workloads; lack of supervision and quality control by the parent institution; and deficient levels of academic advising, counseling, library and laboratory facilities, student aid, and placement services. 103/

As noted earlier in this report, New York concluded that the requirements of broad access and the requirements of high quality are irreconcilable and that a choice must be made between the two. Accordingly, where degrees in that State are to be conferred, it will only be at the major off-campus centers where more permanent faculty teach and a reasonable number of support services are provided.

In California, the situation is not significantly different from New York except that many more off-campus locations are operating. In both states, there are a number of major off-campus centers which are almost mini-campuses in their own right. The State University centers at Stockton, San Francisco, Ventura, and northern San Diego County and the Community College centers at Woodland, San Francisco, Placerville, Delano, Fresno, and Bakersfield are examples. The University of California also has several large Extension centers. But as the Commission's off-campus inventory clearly showed, these large centers constitute a very small percentage of the total number of locations in operation, especially within the State University and the Community Colleges. In the smaller centers, those offering ten or fewer courses (98.8 percent of the locations in the State University and 88.3 percent in the Community Colleges), it is probably almost impossible to provide the kinds of services called for in the WASC guidelines. As one of the Community Colleges surveyed by Commission staff noted:

> In most instances our off-campus locations are used to offer one or two courses per quarter. It would not be cost-effective to offer a full array of services at these locations.

The logic of this comment is inescapable: it is simply not possible to maintain a full array of services at all locations, and it is not possible to maintain a reasonable level of quality without them. David Cole, a faculty member at Occidental College in Los Angeles and

the WASC representative on the Commission's Technical Advisory Committee for this report, makes a similar point.

> It is here, however, that a distinction may be made between programs and courses While WASC does not make a distinction in the quality it demands, between courses and programs, it seems inevitable that with limited resources, off-campus programs are going to receive more attention than are isolated off-campus courses. Simply the logistics dictate that attention will correlate with magnitude of operation Therefore, rather than making categorical statements regarding comparative quality between off-campus programs and off-campus courses, I think it is more valid to say that it is logistically easier to maintain scrutiny of the quality of off-campus programs than it is for off-campus courses. This could establish a sound rationale for funding the former but not the latter. 104/

Of course, resources required for lower division instruction or for recreational courses are not as great as those required for upper division or graduate study. Similarly, there are a number of special programs conducted at off-campus locations which have lengthy traditions and which have maintained high standards of quality for many years. These include such programs as the University of California's Cooperative Extension, Stanford University's instructional television network for engineers, and California State University at Chico's cooperative television network with the Northeastern California Consortium Other examples are continuing education programs in law, nursing, and medicine, although these are truly special cases and do not fall within the confines of the general discussion of quality contained in this chapter.

For the overwhelming majority of courses, however, some standards must be applied, as WASC asserts It is doubtful that any institution which uses part-time faculty exclusively for its off-campus programs could meet any reasonable interpretation of the WASC standards

The issue may well be joined if the Governor and the Legislature are forced by economic circumstances to establish State priorities for educational finance If the choice emerges between access at the expense of quality or quality at the expense of access, as it did in New York, what guidelines can be employed in making a decision? One might rely on the fact that it is difficult to conduct a degree program without the expenditure of considerable funds, probably in amounts similar to those required for on-campus programs. As has been noted, this is not cost-effective at locations offering only a few courses. In New York, policy makers felt that a location could not begin to think about offering degree programs until it had at least 12 courses and 300 registrations in any given term.

If priorities must be set, it is probably more reasonable to assign a higher value to degree programs than to individual off-campus courses (with the previously noted exceptions), whether applicable towards a degree or not. If the fundamental purpose of postsecondary education is to develop educated citizens to conduct society's affairs, it seems reasonable to grant a preference for those pursuing an organized program leading to a degree or certificate over those who take courses occasionally for reasons of personal interest. While there is certainly nothing wrong with the latter motivation, it can be argued that such educational pursuits are not entitled to as high a priority as regular programs which lead to a demonstrable level of competence in a specific field.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

This report has surveyed a part of postsecondary education that is virtually invisible to all but the most careful observers Off-campus education cannot be identified by its tall towers and sprawling campuses, or by athletic teams that draw attention to themselves through various media. It is a quiet enterprise and the task of even identifying it, much less analyzing its strengths and weaknesses, is complicated by the fact that much of it is administered informally, often with less attention to detailed record keeping than is normally the case with on-campus students and programs. The fact that very few public or independent institutions operating off-campus programs of any size provided the Commission with an overall figure for unduplicated headcount, is indicative of the problem. Moreover, only one of the twenty Community Colleges surveyed provided either an estimate of the cost of instruction in its off-campus programs or a comparison of on- and off-campus costs.

In spite of these difficulties, however, there is a vast amount of literature on the general subject of lifelong learning. This report has reviewed much of it, most notably the analysis of external degree graduates by the Bureau of Social Science Research and the study of student and faculty characteristics by the Association of Independent California Colleges and Universities. While both research efforts were restricted in scope, they nevertheless provided important data concerning off-campus education

It is clear that many of the problems of access, financing, and quality are not unique to California. The three major studies examined--from New York, Missouri, and Washington--all noted that the maintenance of quality programs at off-campus locations is very difficult, and each contained discussions of duplication of effort and of jurisdictional problems among public and independent institutions. These problems were stated succinctly by the New York State Education Department:

> The problems associated with off-campus instruction pose a dilemma for the Regents In the simplest terms, the rapid expansion of off-campus instruction appears to favor access at the expense of quality Moreover, in a period of overall contracting enrollment, one institution's effort to reach out to a hitherto underserved population is frequently seen by neighboring institutions as a raid on their students and a wasteful duplication of effort. The solution, then, must strike a balance between access and quality, between new ventures and established interests. 105/

The study of Westchester County by the New York State Education Department was by far the most interesting of the three state surveys because it led to the most definitive conclusion· it is necessary to compromise between the issues of access and quality; it is difficult, if not impossible, to have both. That conclusion led to the promulgation of regulations in New York which provided that those who would offer degrees at off-campus locations must demonstrate the ability to provide comprehensive programs with a full array of support services such that a student could complete an entire degree program at the off-campus location

While the importance of these factors should not be underestimated, there was another that enjoyed at least co-equal standing That was the reduction in the size of the 18- to 24-year-old age group, a reduction that led to an intense search for new students. Many administrators, particularly in the independent institutions and the Community Colleges, quickly recognized that the financial solvency they enjoyed during the 1960s would be difficult to maintain without new revenue, or at least as much revenue as had been available previously. If the student population was shrinking, the number of faculty members would have to be reduced proportionately, and since layoffs within the academic community had been rare during the growth era of the 1960s, the prospect was most unwelcome. Accordingly, survival strategies quickly emerged, with colleges and universities venturing into new markets, finding new clienteles, and generating revenues they would not otherwise have had. Since the costs of off-campus instruction were lower--in most cases due to the widespread use of lower salaried part-time faculty and the absence of many administrative and support services--these strategies appeared promising.

It soon became clear that off-campus education had many advantages. It was usually less expensive than on-campus instruction and could even provide revenue for campus needs that might not otherwise be met. It helped to counter the criticism that colleges and universities were not serving such groups as the employed, the geographically isolated, the elderly, the handicapped, and minority groups. It also provided opportunities to experiment with new educational techniques.

In spite of the obvious benefits to the institutions, however, as well as to many students, some hard questions remained unanswered, such as who should pay for services, how much access can the public afford, and what standards of quality should be required? Such questions prompted this study, and all of them have been discussed within the body of the report. What has emerged is an attempt to achieve a perspective, a reasonable judgment that may be useful for the next few years. That perspective is contained in the following observations.

1. All of the evidence discussed in this study indicates that, in terms of their acceptability to employers and educational institutions to which students may apply for further study, external degrees are just as valuable as on-campus degrees. This is especially true where the standards of the Western Association of Schools and Colleges (Appendix G) are followed.

2. The term "quality" as it relates to off-campus instruction, is difficult to define. Nevertheless, based on the available evidence, including the study by the Bureau of Social Science Research, the review of the State University Consortium by the Western Association of Schools and Colleges (WASC), and information provided by the segments, it does appear that a distinction can be made between off-campus degree programs and off-campus courses. As WASC has stated, "quality" generally requires a comparability between on- and off-campus operations in program planning; regular, full-time faculty; and support services. These attributes, while sometimes found at small locations at which only a few or even a single course is offered, are far more likely to be found at larger off-campus centers.

3. Standard 9, developed by the Western Association of Schools and Colleges, is a clear indication of a concern for the quality of off-campus offerings, and the Association should be commended for approving it. The fact that a weakness in off-campus offerings can undermine the accreditation of the entire institution should be considered seriously by all postsecondary institutions.

4. There are several advantages to using part-time faculty They often bring experiences and knowledge of a practical nature to bear on various subjects that might not be available from regular, full-time faculty. They are almost always paid less than regular faculty and frequently teach courses that could not be offered if regular faculty had to be used The use of part-time faculty permits academic planners a flexibility in both scheduling and curricula that might not be possible with full-time faculty

   In spite of these advantages, however, overuse of part-time instructors can result in a dimunition of quality; they do not have as much time to meet and discuss course materials with students and are usually not intimately involved in the formulation of institutional policies or planning for degree programs. Because they rarely have a long term commitment to or personal involvement with the institution, part-time faculty contribute little to the sense of community that often contributes so much to academic excellence.

5. At the present time, Californians probably have more access to postsecondary educational opportunities, both on and off campus, than the citizens of any other state in the nation. Although not all curricula are available throughout the State, the coverage is such that most students have little difficulty finding either a campus or an off-campus center at which to enroll. The availability of courses and programs is further enhanced by the fact that, for a majority of students at the California State University and Colleges, fees are nominal; in the Community Colleges, there are no fees for most courses.

6. As noted in the Commission's inventory, most off-campus educational services are located in approximately the same geographic areas as campuses. This is appropriate since it is these areas which are able to produce sufficient enrollments to justify the cost of the services provided. The inventory also showed that the segments have made attempts to offer courses and programs in some locations which are at a substantial distance from urban centers and which are not served by campuses, actions for which they deserve commendation. From these findings and from the discussion of access in Chapter 6 of this report, it may be concluded that, while residents of remote or isolated areas are entitled to expect some educational offerings, it is not reasonable for them to expect a range of postsecondary services equal to those found in more densely populated regions.

7 Except at the California State University and Colleges, financial and enrollment data on off-campus operations are extremely limited. At the present time, it is not possible to develop complete enrollment figures on either a headcount or full-time-equivalent basis. None of the segments provided data to the Commission on the cost of off-campus operations; consequently, there is virtually no way to ascertain comparative costs for on- and off-campus programs. In addition, there is a need to standardize the definitions of full-time students so that intersegmental comparisons can be developed.

8 The California State University and Colleges collects considerable more comprehensive and usable enrollment data, on both a headcount and a full-time-equivalent basis, than do the other public segments. In addition, several studies undertaken by faculty within the State University have provided information about on- and off-campus costs that is useful. These studies indicate that off-campus degree programs that include a reasonable level of support services (including libraries and counseling services) are not markedly different in cost from on-campus degree programs This conclusion, however,

must be regarded as tentative until a study of the cost-of-instruction has been completed.

9. Based on the survey of fourteen California Community Colleges, it seems probable that the cost-of-instruction for off-campus courses in that segment is considerably less than the cost for on-campus courses. This is due to the fact that part-time faculty, who are paid at a much lower rate than full-time faculty, are used to teach the overwhelming majority of off-campus classes, as well as the fact that very few support services are available.

10. When all four segments of California higher education are considered, it is clear that there are many examples where students are charged markedly different fees for courses that are substantially similar. Such situations have been found to occur in both the credit and non-credit areas.

11. Since all four segments of California higher education are involved in off-campus education, it is inevitable that some competition will result. This situation is evidenced by the fact that most off-campus courses are offered in urban areas. It is not unusual to find all four segments conducting classes in relatively close proximity, especially in the State's ten most populous counties, where approximately three-fourths of the State's citizens reside. In many of the cases where there is a heavy concentration of off-campus programs involving more than one segment, there may be little unnecessary duplication of effort since different programs are offered. Even where a clear case of duplication can be made, if the segments involved are all charging students the full costs of instruction, the competition may well be advantageous to the student, since the number of choices is enhanced However, if one institution is required to charge full tuition to the student while another institution enjoys State funding and therefore can afford to levy low fees or no fees at all, an unfair advantage will naturally accrue to the latter institution. In such cases, the State has an interest in resolving intersegmental jurisdictional disputes so that the public interest may be served better.

12. In cases where two or more segments are in conflict with regard to the offering of off-campus courses or programs, the Post-secondary Education Commission is the logical agency to resolve such conflicts since it is the one agency with intersegmental planning and coordinating responsibilities.

13. The current practice of the University of California and the California State University and Colleges of only offering off-

campus credit courses and programs at the upper division and master's levels has diminished unnecessary duplication of effort and is commendable.

RECOMMENDATIONS

1 In providing funding for the off-campus programs of the University of California and the California State University and Colleges, the Governor and the Legislature should give priority to:

a. Degree programs, in preference to courses not leading to a degree at a single locale.

All of the evidence reviewed in the development of this report supports the idea that off-campus degree programs are generally maintained at a high level of quality and that the graduates of those programs are as successful as on-campus graduates in securing employment or admission to academic programs for subsequent degrees.

b. Upper division courses, in preference to graduate courses.

Graduate programs generally require a greater array of resources than upper division programs. Many of the support services that are very expensive to provide, particularly libraries, are more important for graduate students than for undergraduates. Also, upper division programs serve greater numbers of students. Thus, for a given amount of resources, it is possible to serve more people effectively at the upper division level than at the graduate level. Also, as a matter of public policy, higher priority should be given to the needs of people who have not yet completed a baccalaureate program It should be specified, however, that activities which originate on campus, such as field trips and student teaching activities, should not be considered as off-campus programs.

c. Geographic areas and educational needs not presently served by accredited independent colleges and universities.

As has been stated in many reports by responsible agencies, a strong and healthy independent system of higher education is of great benefit to California and should be maintained. With respect to off-campus

programs, the public segments enjoy a competitive advantage in that their fees are generally lower than those charged by most independent colleges and universities. If expanded State funding for off-campus degree programs is approved, as recommended in this report, that advantage will increase. Accordingly, it may not be in the public interest to permit the public segments to establish new programs in close proximity to already established, similar offerings of accredited independent institutions

2. In the California State University and Colleges, consistent with Recommendation 1, State support for external degree programs should be limited to the following numbers of students:

1980-81	1,600 Full-Time-Equivalent Students
1981-82	2,100 Full-Time-Equivalent Students
1982-83	2,600 Full-Time Equivalent Students

The exact dollar amount of this support per FTE student should be negotiated among the Governor, the Legislature, and the State University Board of Trustees, but should be sufficient. (1) to insure that students in State-supported external degree programs will be charged fees comparable to those for on-campus students; and (2) to provide an adequate level of support services. The limits specified above should include all FTE students in the State University Consortium and in the four major off-campus centers in Northern San Diego County, Stockton, San Francisco and Ventura. (See Appendix H.) Establishment of any additional off-campus centers will continue to be subject to Commission review and recommendation under the requirements of Section 66904 of the Education Code.

Within the annual limitations on State supported FTE students specified above, the Trustees should be permitted to determine the mix among external degree programs, Consortium programs, and off-campus, degree-related courses with the understanding that the primary emphasis will be on degree programs; courses that are not part of a degree program to become self-supporting within three years. The Trustees should report to the Governor, the Legislature, and the Postsecondary Education Commission by January 1983 on their progress in directing State support to external degree programs. In addition, beginning in September 1980, the State University should report annually to the Commission and the Legislature, current and projected off-campus FTE students by campus and by category (Consortium, external degree programs, miscellaneous courses, and major centers).

3. Where degree programs at off-campus locations are involved, the segments should endeavor to use regular, full-time faculty to a much greater extent than for individual courses at locations where degree programs are not offered. In this way, it may be possible to achieve a greater consistency in the type and quality of both on- and off-campus degree programs.

4. In conducting external degree programs, all segments should insure that the qualifications of part-time faculty are comparable to those of full-time faculty. They should also endeavor to provide adequate levels of support services, including libraries, counseling, advising, and administration. In addition, all segments should follow closely the tenets of Standard 9 of the Western Association of Schools and Colleges for off-campus instruction, especially where degree programs are involved.

5. At present, all proposals for new degree programs to be offered by the University of California and the California State University and Colleges are submitted to the Postsecondary Education Commission for review and comment. These proposals are reviewed to determine their educational merits, the need for trained personnel in the field proposed, and related matters. Where off-campus degree programs are proposed, the review is not generally as detailed as for on-campus programs since all such programs are currently offered on a self-supporting basis. In the future, if off-campus degree programs are funded by the State, as recommended in this report, the Commission should consider not only the educational merits of such programs but also the possibility of duplication of effort with other colleges and universities in the area for which the new program is proposed, including those in the independent segment.

6. All California independent colleges and universities should be requested to advise the Commission concerning their plans for new degree programs which are to be offered at off-campus locations.

For the Postsecondary Education Commission to consider questions of intersegmental duplication, it will be essential that a complete inventory of external degree programs be maintained on a regular basis. At present, the locations of existing external degree programs are known through the recently completed report, Recent Trends in Off-Campus Education: A Preliminary Analysis of the Fall 1978 Off-Campus Inventory. Each of the public segments currently submits all proposals for new degree programs to the Commission for review and comment; the completeness of the inventory will therefore

depend on the extent to which independent colleges and universities are willing to make similar submissions to the Commission.

7. To aid in State decision making, each of the public segments should endeavor to improve its record-keeping efforts, particularly in regard to the maintenance of data on unduplicated headcount in off-campus courses and the cost of off-campus courses and programs.

8. Credit instruction at the lower division level should continue to be exclusive with the California Community Colleges, except in cases where agreements are reached between the Community Colleges and one or both of the public four-year segments

9. The Chancellor's Office of the California Community Colleges has very recently released a preliminary report, entitled Credit and Noncredit Courses in the California Community Colleges. This report was completed pursuant to a legislative directive in Assembly Bill No. 8 of the 1979 Regular Session of the Legislature. At present, the Chancellor's Office, through a committee appointed to study the subject, is continuing its examination of this issue and will submit a subsequent report in June of 1980. Accordingly, the Governor and the Legislature should delay consideration of any funding changes with regard to credit and noncredit courses until the Chancellor's Office has completed its work and the Commission has had the opportunity to review it, since it deals so extensively with Community College off-campus operations.

FOOTNOTES

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Institutions marked by an asterisk (*) are accredited by the Western Association of Schools and Colleges.

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36/ Ibid, p. 4.

37/ Ibid.

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39/ Ibid.

40/ Ibid, p. 17.

41/ Ibid, p. 7.

42/ Ibid.

43/ Ibid.

44/ Ibid.

45/ Ibid, p. 24.

46/ Ibid, p. 10.

47/ Ibid.

48/ Ibid.

49/ Ibid, p. 31.

50/ Ibid, p. 32.

51/ Ibid, p. 13.

52/ Ibid.

53/ Ibid.

54/ Ibid, p. 40.

55/ Ibid, p. 41.

56/ Ibid, p. 15.

57/ Ibid.

58/ Ibid, p. 44.

59/ Ibid.

60/ Ibid, p. 48

61/ P.S., Postsecondary Education in New York State, the New York State Education Department, Albany, New York, Summer 1979, p 4.

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APPENDICES

APPENDIX A

MEMBERS OF THE TECHNICAL ADVISORY COMMITTEE ON OFF-CAMPUS AND EXTENDED DEGREE PROGRAMS

MEMBERS OF THE TECHNICAL ADVISORY COMMITTEE ON OFF-CAMPUS AND EXTENDED DEGREE PROGRAMS

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APPENDIX B

RECENT TRENDS IN OFF-CAMPUS EDUCATION: A PRELIMINARY ANALYSIS OF THE FALL 1978 OFF-CAMPUS INVENTORY

RECENT TRENDS IN OFF-CAMPUS EDUCATION: A PRELIMINARY ANALYSIS OF THE FALL 1978 OFF-CAMPUS INVENTORY

The Education Code directs the Commission to "maintain and update . . . an inventory of all off-campus programs and facilities for education, research, and public service operated by public and private institutions of postsecondary education." [Section 66903(13)]

Commission staff conducted its first inventory of off-campus instruction in 1975 to determine where such instruction took place, how many courses were offered, how many students enrolled, what kinds of programs were available, and how such instruction was financed. 1/ A second, more complete inventory was compiled by staff in Fall 1976. Since the results of these first two inventories were not strictly comparable, a summary of the information collected was reported separately to the Commission on each occasion. (Commission Agenda, September 1976 and March 1978)

As Commission staff prepared to conduct the 1978 update to the inventory, interest in off-campus education increased. The desire of some to expand off-campus educational opportunities and the concern of others about the growth of such courses at a time when enrollments on campus are beginning to stabilize or even decline have sparked debate. In the 1978 session, the Legislature directed:

> The California Postsecondary Education Commission, in cooperation with the University of California, the State University and Colleges, the California Community Colleges, and the independent institutions shall define and study the various kinds of degree oriented programs. Such study shall address questions of access, support, student needs, and quality.

Although several of these questions are touched upon briefly in this report, it is concerned primarily with an analysis of inventory data. A more comprehensive examination of the questions raised by the Legislature will be forthcoming in the larger Commission study of off-campus education.

In Fall 1978, as part of this larger off-campus study, Commission staff conducted the most extensive survey yet of off-campus education in California. Questionnaires were sent to every accredited or State-approved, degree-granting college and university in the State The survey forms were edited carefully by Commission staff after they were returned, and many corrections were required. The data were then key-punched and prepared for computer processing.

Eight of the nine campuses of University of California cooperated fully with Commission staff. Although it reportedly has one of the largest, most successful extension programs within the University, the Los Angeles campus did not return the survey forms in 1976 and is just now responding to the Fall 1978 survey. The San Francisco campus replied this time, although it did not return its questionnaire in 1976 either. 2/ For the sake of comparability with the 1976 survey results and because of the unique nature of most of its off-campus instruction, data for the San Francisco campus for Fall 1978 are omitted from this summary, rather than presented with those from the other University campuses.

All nineteen campuses of the State University and Colleges completed the off-campus questionnaire, although Humboldt State University reported no off-campus offerings. All State University campuses also completed the Fall 1976 inventory.

One hundred of the State's one hundred six Community Colleges reported that they were engaged in providing at least some off-campus instruction, two fewer than in Fall 1976.

Of the State's 154 accredited or approved independent colleges and universities, 148 responded to the survey. Forty-seven of these reported that they offer instruction at off-campus locations as well as on their campuses. Almost the same number were involved in off-campus education two years earlier.

The tables that follow summarize some of the major dimensions of off-campus education in California for Fall 1978. Nearly every accredited or State-approved institution that is involved actively in off-campus instruction is included in the last two Commission inventories. Since the data in the Fall 1978 inventory generally are comparable to those for Fall 1976, they are used for the first time to make comparisons and assess trends in off-campus education.

Table 1 shows the number of locations at which off-campus instruction was provided in Fall 1978. Comparisons with the Fall 1976 inventory reveal that there has been a 9 percent drop in the overall number of off-campus locations during the past two years. The drop was 11 percent for the University, 11 percent for the State University, and 16 percent for the Community Colleges. Budget dislocations stemming from the passage of Proposition 13 may, in part, explain the greater percentage drop in the number of Community College off-campus locations, but the drop in the other two public segments and the 35 percent increase in the number of locations operated by independent institutions suggest that other forces are at work as well. Some of these will be developed later in this report. In any event, both the total number of locations and the average number of off-campus locations per campus declined in all three public segments between 1976 and 1978.

TABLE 1

RANGE IN NUMBER OF OFF-CAMPUS LOCATIONS
BY CAMPUS AND SEGMENT, FALL 1978

Item	Number of Campuses by Segment									
	UC		CSUC		CCC		IND		Total	
Number of Locations	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1 - 2	0	0.0%	1	5.6%	2	2.0%	14	29.8%	17	9.9%
3 - 5	2	28.5	1	5.6	12	12.0	12	25.5	27	15.7
6 - 10	0	0.0	2	11.1	16	16.0	8	17.0	26	15.1
11 - 15	0	0.0	3	16.7	12	12.0	3	6.4	18	10.5
16 - 25	1	14.3	2	11.1	21	21.0	1	2.1	25	14.5
26 - 35	1	14.3	4	22.1	15	15.0	3	6.4	23	13.4
36 - 50	1	14.3	2	11.1	11	11.0	3	6.4	17	9.9
51 - 75	1	14.3	3	16.7	7	7.0	0	0.0	11	6.4
76 - 100	1	14.3	0	0.0	1	1.0	0	0.0	2	1.2
Over 100	0	0.0	0	0.0	3	3.0	3	6.4	6	3.5
Total Campuses 1978	7	100.0%	18	100.0%	100	100.0%	47	100.0%	172	100.0%
Total Campuses 1976	7	100.0%	19	100.0%	102	100.0%	46	100.0%	174	100.0%
Total Locations 1978	268		526		2,507		717		4,018	
Total Locations 1976	300		592		2,985		531		4,408	
Average Number of Locations per Campus										
1978	38.3		29.2		25.1		15.3		25.3	
1976	42.8		31.2		29.3		11.5		25.5	

Table 2 classifies off-campus locations according to the number of courses offered at each location. Clearly, the vast majority of all off-campus locations are quite small, offering only one or two courses per term. Nearly seven out of every ten locations used by the University, for example, offer only a single course· only forty-two locations, or 16 percent, offer three or more courses. The pattern is similar in the State University. In the Community Colleges and the independent institutions, a smaller percentage of locations offer a single course, but about 80 percent of the locations in each of these segments offer five courses or less. Moreover, comparing these figures with those for 1976 indicates that the trend in all four segments is toward more small, one- or two-course locations rather than toward larger off-campus centers. Overall, the number of off-campus locations is decreasing and those that remain tend to be smaller and offer fewer courses.

Table 3 shows the number of off-campus credit and non-credit registrations generated in each segment. It also shows how many of these registrations were at small, one- or two-course locations and how many were recorded at larger off-campus locations. 3/ The actual number of students involved is undoubtedly fewer than the number of registrations because some students register for more than one course. Record-keeping practices at many off-campus locations make it almost impossible to secure reliable information on the actual number of individuals enrolled The problem is particularly severe in the Community Colleges.

As Table 3 shows, there were more than 306,700 registrations in off-campus credit courses in Fall 1978. The table also reveals, however, that the overall number of credit registrations has dropped by 47,693, or by 13 percent, since Fall 1976 This decline suggests that a change may be occurring in the kinds of courses that appeal to off-campus students. Substantially fewer of them appear to be interested in the more traditional academic course offerings. While a decrease in credit registrations occurred in all four segments, the decline was most severe in the State University Between 1976 and 1978, the total number of credit registrations in the State University's off-campus courses dropped from 20,938 to 12,513, or by 40 percent. It is not clear at this time why its credit registrations suffered so much more than those in the other segments. What makes this drop particularly puzzling is that almost all upper division, credit courses offered by University Extension and by independent institutions are supported by student fees while at least some of those offered by the State University were converted to State support in the past several years

Table 3 reveals that registrations in off-campus non-credit courses varied widely. The University and the independent institutions dramatically increased their non-credit registrations in the last

TABLE 2

NUMBER OF OFF-CAMPUS LOCATIONS BY COURSE RANGE AND SEGMENT
FALL 1978

Item	Number of Locations by Segment									
Range in Number of Classes	UC		CSUC		CCC		IND		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1	187	69.8%	333	63.3%	1,124	44.8%	242	33.7%	1,886	46.9%
2	39	14.5	113	21.5	463	18.5	134	18.7	749	18.6
3 - 5	22	8.2	63	11.9	412	16.5	209	29.1	706	17.6
6 - 10	15	5.6	11	2.1	213	8.5	64	8.9	303	7.5
11 - 15	3	1.1	1	0.2	88	3.5	22	3.1	114	2.8
16 - 25	1	0.4	4	0.8	85	3.4	22	3.1	112	2.8
26 - 35	0	0.0	1	0.2	42	1.7	13	1.8	56	1.4
36 - 50	0	0.0	0	0.0	26	1.0	7	1.0	33	0.8
51 - 75	0	0.0	0	0.0	28	1.1	4	0.6	32	0.8
76 - 100	0	0.0	0	0.0	16	0.6	0	0.0	16	0.4
Over 100	1	0.4	0	0.0	10	0.4	0	0.0	11	0.3
Total Number of Locations	268	100.0%	526	100.0%	2,507	100.0%	717	100.0%	4,018	100.0%

TABLE 3

TOTAL CREDIT AND NON-CREDIT REGISTRATIONS BY SEGMENT
AND BY SIZE OF LOCATION, FALL 1978

Item	UC	CSUC	CCC	IND	Total
Credit Registrations					
Locations with One or Two Classes	4,780	6,958	33,858	7,481	53,077
Locations with Three or More Classes	4,994	5,555	213,576	29,570	253,695
Total 1978	9,774	12,513	247,434	37,051	306,772
Total 1976	11,692	20,938	280,490	41,345	354,465
Non-Credit Registrations					
Locations with One or Two Classes	5,758	3,165	27,095	4,981	40,999
Locations with Three or More Classes	7,138	1,826	89,370	1,579	99,913
Total 1978	12,896	4,991	116,465	6,560	140,912
Total 1976	5,489	3,144	191,663	2,089	202,385
Total Registrations					
Locations with One or Two Classes	10,538	10,123	60,953	12,462	94,076
Locations with Three or More Classes	12,132	7,381	302,946	31,149	353,608
Total 1978	22,670	17,504	363,899	43,611	447,684
Total 1976	17,181	24,082	472,153	43,434	556,850

two years. In the University, non-credit registrations jumped from 5,489 in 1976 to 12,896 in 1978, an increase of 135 percent. In the independent institutions, non-credit registrations in off-campus courses increased from 2,089 to 6,560, or by 214 percent, in the same period, and those in the State University's non-credit courses climbed from 3,144 to 4,991, or by 59 percent. The Community Colleges, on the other hand, experienced a serious decline in non-credit registrations Non-credit registrations in that segment plunged by 75,198--from 191,663 registrations in Fall 1976 to 116,465 in Fall 1978--a drop of 39 percent. Almost half of these non-credit losses occurred in the North Orange, San Diego, and Santa Barbara Districts although the San Francisco District, which also had a large number of adult education courses, experienced almost no drop in non-credit registrations.

Several factors appear to account for the dramatic decline in non-credit registrations in the Community Colleges. Proposition 13 had a major effect on their off-campus, non-credit offerings. First, budget cuts and dislocations stemming from the loss of local property tax revenues prompted the colleges to offer fewer credit and non-credit courses both on campus and off Second, and probably more important, the number of non-credit courses eligible for State support was reduced. The loss of State subsidies required that many of these courses charge a nominal fee. Under these terms, however, substantially fewer Community College students proved willing to enroll in the remaining non-credit courses.

The equally dramatic growth in non-credit course registrations in the four-year segments cannot be explained by a shift of former Community College non-credit students to the four-year institutions' off-campus offerings. Non-credit courses in the three four-year segments are supported almost entirely by student fees, and in nearly every case significantly more expensive than fee-supported courses in the Community Colleges. Some former Community College non-credit students may have decided that if they had to pay fees they would pay a bit more for the added prestige of a major university's non-credit course. Some of the growth in non-credit registrations in the four-year segments, however, undoubtedly stems from an increase in mandatory continuing education requirements for doctors, nurses, and other professionals. These developments along with other evidence suggest that the enrollment preferences of non-credit students are affected by their income level, with fewer upper-income students attracted to the Community Colleges.

The marked variations in the segments' experience over the past two years are also reflected in the total off-campus registration figures in Table 3. Because the dramatic growth in the University's non-credit registrations more than offset the drop in credit registrations due to phasing out the Extended University and to other

factors, total off-campus registrations increased by 32 percent over the past two years. In fact, the University was the only segment to experience any appreciable increase in total off-campus registrations. In the independent sector, the dramatic increase in non-credit registrations simply offset losses in credit registrations, so their total registrations remained virtually unchanged. In the State University, total registrations dropped by 27 percent because the modest growth in non-credit registrations was not sufficient to counter the substantial 40 percent drop in credit registrations. The Community Colleges experienced major losses in non-credit registrations and less severe losses in credit registrations. Their total off-campus registrations dropped by 108,254, or by 23 percent.

Table 4 shows the range in the number of registrations generated at off-campus locations offering three or more courses. The figures are presented by segment and are largely self-explanatory. It is worth noting that each segment has a different cluster of typical-sized locations. In the University, more than half of its locations have between 101 and 500 registrations each. In the State University, more than half of the locations have from 26 to 100 registrations each. Among the independent institutions, 58 percent of the locations with three or more courses have from one to fifty registrations. In all, there are twenty-three locations that generate more than two thousand registrations each, and twenty-two of these are operated by Community Colleges. No direct comparisons with Fall 1976 are possible because of differences in survey design.

Table 5 shows average class size and number of off-campus courses by size of location and by segment for Fall 1978 Comparisons with Fall 1976 are possible only for the average class size of all courses offered by a segment and for the total number of courses each offered.

Table 5 shows some extremely important variations among the segments in average class size. In general, the average class size for credit and non-credit courses is higher at locations with one or two courses than at locations with three or more courses. Though this pattern holds in every segment, the very large average class size for non-credit courses at the one- and two-course locations operated by the University and by the independent institutions is quite striking. For these segments, the large average size of their non-credit courses makes further expansion into the non-credit area quite attractive and helps to explain the growth of non-credit instruction and the proliferation of one- and two-course locations in these segments. The similarity in the average class size for non-credit courses in the University and the independent institutions also suggests that they may be directing such courses toward similar clienteles or, at least, using similar mechanisms to deliver the instruction.

TABLE 4

TOTAL NUMBER OF REGISTRATIONS AT OFF-CAMPUS LOCATIONS
WITH THREE OR MORE COURSES BY SEGMENT, FALL 1978

Item Range of Registrations	UC Number	CSUC Number	CCC Number	IND Number	Total Number
1-25	4	15	18	124	161
26-50	4	18	71	72	165
51-100	8	27	232	66	333
101-200	14	15	244	46	319
201-500	9	3	203	23	238
501-1,000	2	2	88	7	99
1,001-2,000	0	0	42	3	45
2,001-5,000	0	0	21	0	21
Over 5,000	1	0	1	0	2
Total Number of Locations	42	80	920	341	1,383
Mean Number of Registrations Per Location	605	219	396	128	326

TABLE 5

AVERAGE (MEAN) CLASS SIZE AND NUMBER OF OFF-CAMPUS CLASSES
BY SIZE OF LOCATION AND SEGMENT, FALL 1978

Segment	Type of Class	1 or 2 Classes		3 or More Classes		Average (Total)	
		Average Class Size	Number of Class	Average Class Size	Number or Class	Average Class Size	Number of Class
University of California							
	Credit	28.4	168	22.1	226	24.8	394
	Non-Credit	61.9	93	32.2	221	41.1	314
	Average (Mean)	40.4	261	27.1	447	32.0	708
California State University and Colleges							
	Credit	15.4	451	14.8	374	15.1	825
	Non-Credit	26.8	118	33.2	55	28.8	173
	Average (Mean)	24.5	569	17.1	429	17.5	998
California Community Colleges							
	Credit	26.1	1,295	22.5	9,487	22.9	10,782
	Non-Credit	32.4	836	27.5	3,276	28.5	4,112
	Average (Mean)	28.6	2,131	23.4	12,763	24.5	14,894
Independent Colleges and Universities							
	Credit	14.3	525	11.2	2,644	11.7	3,173
	Non-Credit	65.4	76	17.0	80	40.6	156
	Average (Mean)	20.8	601	11.4	2,728	13.1	3,329

Probably the most important figures in Table 5 are those for the average class size for credit courses offered by the University, State University, and the independent institutions. In each of these segments, most, if not all, of the off-campus credit courses are self-supporting; that is, they are financed by the revenues from student fees. Average class size, therefore, reveals a great deal about the economics of offering off-campus credit instruction in each segment and about the relative competitive position of each.

Institutional prestige or reputation, the range of course offerings and programs, the proximity of competing off-campus programs, and other factors can serve to modify a segment's relative economic advantage. Quite often though, each segment tends to get locked into a particular competitive position that is difficult for it to change. Larger average class sizes permit lower per student charges (or higher institutional earnings from off-campus operations) which in turn tend to attract more students, and so on. The Community Colleges, of course, are largely free from such constraints since their credit courses are State supported. This factor, along with a formal understanding among the public segments, explains why the Community Colleges enjoy a virtual monopoly on lower-division, off-campus instruction.

Table 6 shows the range in average class size at off-campus locations with three or more courses. The figures are presented by location and segment and include both credit and non-credit courses and registrations.

More than half of the University's locations with three or more courses have average class sizes of between sixteen and thirty-five. More than two-thirds of the Community Colleges' locations have average class sizes in the same range. More than 55 percent of the independent institutions' locations, however, have average class sizes of ten students or less, and another one-fourth have classes that average from eleven to fifteen registrations. The distribution at the State University's off-campus locations reveals two, somewhat separate clusters of locations. The largest single concentration (twenty-nine locations) has average class sizes between sixteen and twenty-five registrations, but a second large cluster (twenty-two locations) has average class sizes of less than ten students.

The large number of independent institutions operating locations with small average class sizes is not too surprising. The high student fees that small, self-supporting classes require are quite common already among independent institutions for both their on- and off-campus offerings. Furthermore, twenty-four of these locations are operated under contract on military bases with some of the cost of the program and the cost to the student paid for by the federal government

TABLE 6

RANGE IN CLASS SIZE FOR COURSES BY OFF-CAMPUS LOCATION AND SEGMENT, FALL 1978

(LOCATIONS WITH THREE OR MORE COURSES)

Average Class Size	Number of Locations by Segment									
	UC		CSUC		CCC		IND		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
0 - 10	5	11.9%	22	27.5%	62	6.8%	189	55.4%	278	20.1%
11 - 15	3	7.1	15	18.7	117	12.7	83	24.3	218	15.8
16 - 25	14	33.3	29	36.2	389	42.3	57	16.7	489	35.4
26 - 35	9	21.4	12	15.0	241	26.2	4	1.2	266	19.2
36 - 50	7	16.7	1	1.3	83	9.0	3	0.9	94	6.8
51 - 75	3	7.1	0	0.0	24	2.6	1	0.3	28	2.0
76 - 100	0	0.0	0	0.0	1	0.1	2	0.6	3	0.2
Over 100	1	2.4	1	1.3	3	0.3	2	0.6	7	0.5
Total Courses	42	100.0%	80	100.0%	920	100.0%	341	100.0%	1,383	100.0%

The fact that 28 percent of all State University off-campus locations with three or more courses have average class sizes of under ten students is somewhat unexpected. If the courses at these locations were self-supporting, the fees charged students would be higher than those for larger off-campus courses, and much higher than those charged part-time students on campus. 4/ On the other hand, if these courses were State supported, the cost to the State to provide such small courses would be higher. Both possibilities raise a number of questions about the characteristics of these locations, their course offerings, and their students

Most of these small State University locations offer five courses or less. That is, they have both limited course offerings and low enrollments per class. Compared to other State University locations with larger average class sizes, these small-class locations offered fewer specialized graduate courses, not more. They also offered fewer non-credit courses. In fact, more than 90 percent of the courses at State University locations with small average class sizes were offered for credit, and more than three-fourths of all courses offered were at the undergraduate level. Further, only three of these twenty-two locations offered any degree programs, and neither the limited number of courses nor the limited enrollment per course appears to explain this pattern.

Since the kinds of courses offered, their level, and the number of programs do not appear to explain the existence of so many locations with small classes in the State University, perhaps the geographical location of these centers was a factor. The hypothesis that the small average class size of these twenty-two locations might be the result of their serving sparsely populated, rural or mountain counties was tested by checking the zip codes of all State University locations with three or more courses. Only two of the twenty-two small-class locations, however, were in sparsely populated counties: these were in Shasta and Siskiyou. On the other hand, sixteen of the small-class centers were located in the four most densely populated counties in the State: Los Angeles, Orange, San Diego, and Santa Clara.

The percentage of courses that are entirely student-fee supported is slightly greater among the small-class locations than it is among State University locations in general, but the difference is slight. Eighteen of the twenty-two courses at the two rural locations were student-fee supported, and so were all but four of the courses at the three locations offering programs. In contrast, none of the courses receiving State support was offered at locations that had programs, and most of these State-supported courses were at locations in Los Angeles, Orange, or Santa Clara County.

Table 7 shows the number of off-campus locations that offer degree programs and the number of programs each segment offers An off-campus program is defined as one in which 50 percent or more of the courses required to complete it are, or will be, available at that location. The most striking aspect of this table is just how few off-campus locations operated by the public segments offer any degree programs Only 10 of the 268 locations operated by the University, 26 of the 526 locations run by the State University, and 197 of the 2,507 locations provided by the Community Colleges offered as much as one program in 1978. Furthermore, the evidence from the Fall 1976 inventory strongly suggests that instead of increasing, the number of off-campus locations offering degree programs has declined in both relative and absolute terms.

This trend is hardly surprising in the University because of the decision to phase out the Extended University and the increasing emphasis on non-credit courses. Indeed, there are limits on the number of units of extension course work that are acceptable toward a University degree

In the State University, however, no such restriction exists. In fact, the provision of extended degree programs has always been a major justification for much of its off-campus activity. Nevertheless, in Fall 1976 only one out of every eight of its off-campus locations offered such programs, and by Fall 1978 that ratio was reduced to about one out of every twenty locations.

It was assumed that all locations with only one or two courses could not offer programs. If the number of locations with programs is compared to the number with three or more courses, the percentage of those with programs increases. Yet the percentage of public institutions' locations with three or more courses and at least one program in Fall 1978 was still low: 24 percent in the University, 32 percent in the State University, and 21 percent in the Community Colleges.

The independent institutions are the exception. Clearly, one of the major attractions of their relatively expensive off-campus credit courses is that most of them are offered as part of a sequence that could lead eventually to a bachelor's or master's degree In fact, 83 percent of the off-campus locations with three or more courses operated by independent institutions offered at least one program in Fall 1978.

Table 8 shows the number of programs by academic subdivision that were offered at off-campus locations in Fall 1978. Although differences in emphasis exist among the segments, there is little variation in the types of programs most frequently offered off campus. Overall, programs in business and management are the most common with social sciences, second; education, third, engineering, fourth; and public affairs and services, fifth.

TABLE 7

NUMBER OF PROGRAMS* BY OFF-CAMPUS LOCATION AND SEGMENT
FALL 1978

Item	Number of Locations by Segment				
Number of Programs	UC	CSUC	CCC	IND	Total
0	258	500	2,310	435	3,503
1	5	19	76	189	289
2	1	3	28	32	64
3	1	1	24	9	35
4	1	0	18	7	26
5	1	1	11	4	17
6	0	0	9	8	17
7	0	1	4	7	12
8	1	1	6	1	9
9	0	0	6	4	10
10	0	0	2	4	6
11 - 15	0	0	5	14	19
16 - 20	0	0	5	3	8
Over 20	0	0	3	0	3
Total Number of Locations	268	526	2,507	717	4,018
Total Number of Locations Offering Programs	10	26	197	282	515
Percentage of All Locations with Programs:					
1978	3.7%	4.9%	7.8%	39.3%	12.8%
1976	10.7%	12.2%	8.9%	74.6%	17.4%
Total Number of Programs	27	48	767	733	1,575

* An off-campus program is defined as one in which 50 percent or more of the courses required to complete it are available at that location. It is assumed that all locations with only one or two courses do not offer programs under this definition.

TABLE 8

NUMBER OF PROGRAMS BY ACADEMIC SUBDIVISION OFFERED AT OFF-CAMPUS LOCATIONS, FALL 1978

(50 percent of the course requirements for the program must be completeable at off-campus location)

Academic Subdivision	UC	CSUC	CCC	IND	Total
Agriculture and Natural Resources	0	0	5	0	5
Architecture and Environmental Design	1	0	2	0	3
Area Studies	0	0	2	0	2
Biological Sciences	0	0	21	0	21
Business and Management	9	7	291	195	501
Communications	0	0	2	2	4
Computer and Information Sciences	3	0	20	1	24
Education	0	9	6	139	154
Engineering	2	2	86	27	117
Fine and Applied Arts	0	0	15	1	16
Foreign Languages	0	0	15	0	15
Health Professions	1	3	43	35	82
Home Economics	1	1	3	0	5
Law	0	1	0	0	1
Letters	0	0	31	1	32
Mathematics	0	0	17	1	18
Physical Sciences	0	0	7	1	8
Psychology	1	0	23	72	96
Public Affairs and Services	4	12	84	94	112
Social Sciences	4	5	53	122	184
Theology	0	0	0	9	9
Interdisciplinary	0	8	40	34	82
Total Programs	27	48	766	733	1,574

In Fall 1976, business and management programs were the most popular programs, too. They were followed by education and then public affairs and services. The latter two program areas have slipped in popularity during the past two years. Education programs probably declined because of the sagging demand for most types of new teachers and because of changes in the delivery of in-service education. The diminished interest in public affairs and services programs apparently reflects the impact of Proposition 13 on career choices and on public sector employment opportunities.

Table 9 shows the number of programs available off-campus by degree level and segment. For the most part, the distribution of programs among the public segments reflects the differentiation of function outlined in the 1960 Master Plan. The University, for understandable reasons, offers its doctoral programs on campus. The certificate programs listed under the University and State University, moreover, are different from those offered by the Community Colleges. In the Community Colleges, a Certificate Program is normally a series of courses in a particular specialty that require the equivalent of one year of full-time study to complete. In the case of the University and State University, most of the certificates refer to a more limited number of courses, in some cases even a single course, taken by professional people to meet the requirements of mandatory continuing education laws.

Table 10 shows the types of facilities used for off-campus education by segment for locations with three or more courses. Two points stand out. First, all four segments use a wide range of different types of facilities for their off-campus courses and programs. Second, elementary and secondary schools are the most commonly used type of off-campus facility. They are particularly popular sites for the off-campus operations of the State University and the Community Colleges, suggesting that a substantial degree of cooperation exists between these institutions and local school districts in sharing facilities.

Table 11 shows the number of off-campus locations that were owned, leased, and donated for Fall 1978. Several trends are evident in the comparisons with Fall 1976 data. First, very few off-campus facilities are actually owned by the institution offering courses there. Further, the number of these facilities is diminshing, particularly in the State University and the Community Colleges. Second, there has been a dramatic increase in the number of off-campus facilities that are leased, and in every segment except the independent sector there has been a corresponding decrease in the number of donated facilities. This trend apparently stems from the aftershocks of Proposition 13, and the decision by local school boards and other public agencies to charge for the use of their facilities rather than to continue to donate them. It is difficult

TABLE 9

NUMBER OF PROGRAMS* BY LEVEL, FALL 1978

Type of Degree	UC	CSUC	CCC	IND	Total
Certificate	13	3	251	4	271
Associate	0	0	502	2	504
Bachelor's	5	27	0	346	378
Master's	9	18	0	363	378
Doctorate	0	0	0	12	14
Unknown	0	0	13	6	19
Total	27	48	766	733	1,574

* An off-campus program is defined as one in which 50 percent or more of the courses required to complete it are available at that location. It is assumed that all locations with only one or two courses do not offer programs under this definition.

TABLE 10

TYPE OF OFF-CAMPUS FACILITY BY LOCATION AND SEGMENT, FALL 1978
(Locations with Three or More Classes)

Type of Facility	Number of Locations by Segment									
	UC		CSUC		CCC		IND		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
At Another College or University Campus	2	4.8%	12	15.0%	11	1.2%	14	4.1%	39	2.8%
Elementary or Secondary School	7	16.7	23	28.8	304	33.0	44	12.9	378	27.3
Church	0	0.0	3	3.7	54	5.9	27	7.9	84	6.1
Military Base	2	4.8	6	7.5	44	4.8	56	16.4	108	7.8
Hospital	1	2.4	6	7.5	65	7.1	43	12.6	115	8.2
Library	0	0.0	0	0.0	4	0.4	2	0.6	6	0.4
Storefront	4	9.5	2	2.5	86	9.3	5	1.5	97	7.0
Government Building	2	4.8	6	7.5	101	11.0	11	3.2	120	8.7
Office Building	2	4.8	4	5.0	40	4.4	42	12.3	88	6.4
Prison	0	0.0	0	0.0	15	1.6	1	0.3	16	1.2
Museum	1	2.4	0	0.0	2	0.2	0	0.0	3	0.2
Hotel	8	19.0	8	10.0	1	0.1	15	4.4	32	2.3
Civic Center	5	11.9	1	1.3	54	5.9	5	1.5	65	4.7
Other	8	19.0	9	11.2	139	15.1	76	22.3	232	16.8
Total	42	100.0%	80	100.0%	920	100.0%	341	100.0%	1,383	100.0%

TABLE 11

NUMBER OF LOCATIONS OWNED, LEASED, AND DONATED--BY SEGMENT, FALL 1978

Ownership Category	UC		CSUC		CCC		IND		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
OWNED										
Total Locations 1978	3	1.1%	0	0.0%	29	1.2%	8	1.1%	40	1.0%
Total Locations 1976	4	1.3	3	0.5	100	3.4	11	2.1	118	2.7
LEASED										
Total Locations 1978	186	69.4	176	33.5	765	30.5	176	24.5	1,303	32.4
Total Locations 1976	68	22.7	70	11.8	567	19.0	63	11.9	768	17.4
DONATED										
Total Locations 1978	73	27.3	349	66.3	1,701	67.8	530	73.9	2,653	66.0
Total Locations 1976	211	70.3	491	82.9	1,980	66.3	374	70.4	3,056	69.6
UNSPECIFIED 1978	6	2.2	1	0.2	12	4.8	3	0.4	22	0.5
UNSPECIFIED 1976	17	5.7	28	4.7	338	11.3	83	15.6	466	10.6
Total Locations 1978	268	100.0%	526	100.0%	2,507	100.0%	717	100.0%	4,018	100.0%
Total Locations 1976	300	100.0%	592	100.0%	2,985	100.0%	531	100.0%	4,408	100.0%

to tell at this time what the full impact of this trend is likely to be, but it will probably increase the costs of providing off-campus instruction somewhat. For self-supporting courses, student fees may be raised slightly to cover the added cost of leasing facilities For State-supported courses, it seems likely that increased costs will reduce the differential between what the State provides per FTE student and what it costs the institution to provide off-campus instruction. Unless the added lease costs significantly reduce this differential, however, it does not appear likely that the State's cost will increase in the short run.

One of the basic reasons for expanding off-campus education in California was to provide educational opportunities for people who lived in places where it was difficult, if not impossible, for them to commute to campus. This was a problem, particularly for older students who worked during the day but hoped to attend college and complete their degree in the evenings. Then, too, the proliferation of non-credit, extension courses stemmed from the desire of the Community Colleges to serve their entire community and of the four-year institutions to enhance their public service functions.

While the number of off-campus locations, courses, and programs provides one important measure of the extent of instruction beyond the campus, the actual distance from campus and the geographical distribution of off-campus locations, courses, and programs provide better indications of the availability and accessibility of educational opportunities throughout California.

Information on how far students have to travel from work or home to attend classes at off-campus locations is not available, but Table 12 indicates how much further they might have had to travel if the courses were available only on campus. It shows the distance from the main campus to the different off-campus locations. It should be pointed out that distances mean different things in different circumstances and contexts. Five miles in an urban area, for example, might involve as time-consuming a commute as would twenty-five miles in the open countryside. Furthermore, rapidly rising fuel costs are increasing the expense of long commutes dramatically. For those without cars or adequate bus service, even a few miles could prove to be a serious obstacle.

Table 12 reveals that more than half of the University's off-campus locations are from eleven to fifty miles from the campus. Very few of its locations are within five miles, but one out of every six of its locations is more than one hundred miles from campus.

In the State University a greater percentage of its locations are within five miles of campus. Nevertheless, more than one-half of all its locations are from six to twenty-five miles away from campus.

TABLE 12

DISTANCE FROM MAIN CAMPUS TO OFF-CAMPUS LOCATION
BY NUMBER OF LOCATIONS AND SEGMENT
FALL 1978

Distance in Miles	UC		CSUC		CCC		IND		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
0 - 1	8	3.0%	9	1.7%	208	8.3%	22	3.1%	247	6.1%
2 - 5	14	5.2	61	11.6	933	37.2	21	2.9	1,029	25.6
6 - 10	24	9.0	118	22.4	677	27.0	47	6.6	866	21.6
11 - 25	68	25.4	154	29.3	471	18.8	105	14.6	798	19.9
26 - 50	77	28.7	84	16.0	142	5.7	131	18.3	434	10.8
51 - 100	31	11.6	61	11.6	60	2.4	149	20.8	301	7.5
Over 100	45	16.8	28	5.3	16	0.6	221	30.8	310	7.7
Out-of-State	1	0.4	11	2.1	0	0.0	21	2.9	33	0.8
Total Percent		100.0%		100.0%		100.0%		100.0%		100.0%
Total Locations	268		526		2,507		717		4,018	

The independent institutions engaged in off-campus education clearly range further afield than any of the public segments. Very few of their locations are close to campus In fact, more than half of the independent institutions's locations are more than fifty miles away and nearly three out of every ten of them are more than one hundred miles from campus.

The Community Colleges represent the other extreme with the vast majority of these off-campus locations clustered quite close to their campuses. Indeed, 46 percent of all Community College locations are within five miles of the campus, and 72 percent are within ten miles True, 100 of the State's 106 Community Colleges reported that they were involved in off-campus education in Fall 1978, and the size of most Community College districts is modest in its geographical extent. Under the circumstances, it is hardly surprising that fewer than one out of every ten Community College off-campus locations are more than twenty-five miles from campus Nevertheless, neither the number of colleges, the size of most districts, the possible overcrowding of on-campus facilities, nor the obstacles to access that distance can impose appear to explain the need for so many off-campus locations so close to campus. In Fall 1978, there were 208 Community College off-campus locations within one mile of the campus and 1,141 locations within five miles Moreover, the trend over the past two years appears to be toward a greater proportion of all Community College off-campus locations being placed close to campus.

Distance figures, though helpful, are sometimes deceiving. In congested urban areas, an off-campus location ten miles from campus might be within several blocks of another campus or another off-campus center. Then, too, some of the distant locations used by independent institutions and occasionally by a public institution are in urban centers served by other institutions rather than in remote rural or mountain areas. For example, in Fall 1978, California State University, Los Angeles, offered three non-credit courses at a location 450 miles from its campus; the location used in this instance was a hotel in San Francisco Another example would be the courses offered by the University of Southern California and by Golden Gate University in Sacramento.

Actual county by county summaries of the distribution of off-campus locations, courses, and programs provide a clearer picture of the availability of off-campus education. Complete summaries and maps will be included in the Commission staff's final report on off-campus education. At this time, only county maps of the four-year institutions' off-campus locations and their off-campus programs are provided as an illustration of the potential of this approach.

Figures 1, 2, and 3 show the distribution of off-campus locations operated by the University, State University, and the independent institutions Although some of these locations offer non-credit course work, most of them provide upper division and graduate instruction. Those locations offering just one or two courses are omitted because the survey forms did not require institutions to report the zip codes of small locations Although a large number of off-campus locations unfortunately are omitted from these maps as a result, most of these small locations are probably found in the same county as the campus using them or offer primarily non-credit courses. Moreover, the majority of off-campus courses and registrations are at locations offering three or more courses, and these are the only locations that are in any position to offer students a sequence of courses leading to a degree

Figure 1 reveals that eight of the nine counties where University of California campuses are located also have one or more off-campus locations with three or more courses. In addition, University Extension also operates off-campus locations in five other counties. Overall, the thirteen counties with University off-campus locations are among the most densely populated counties in the State. The service area appears to be predomonately urban or suburban, and tends to be concentrated in the same counties where University campuses are located.

Figure 2 shows that the State University's off-campus locations with three or more courses are found in twenty-four of the State's fifty-eight counties. Five additional counties also have State University campuses within their boundaries, but no off-campus locations with more than one or two courses The efforts of the Chico campus to provide off-campus instruction in sparsely populated Lassen, Mendocino, Shasta, Siskiyou, and Tehama counties is particularly noteworthy It reflects one of the main purposes of off-campus education which has been to make higher education accessible to interested people in geographically isolated areas of the State

The importance of one- and two-course locations to the State University's overall off-campus operation makes generalizing about its case more difficult. The overall pattern in the State University, however, seems to be to concentrate off-campus operations in the most densely populated counties--a pattern also common to University Extension and the independent institutions Forty-six of the State University's seventy-nine off-campus locations with three or more courses are located in just four counties: Los Angeles, Orange, San Diego, and Santa Clara. While it is true that these are the four most populous counties in the State, with more than half of the State's total population, they are also the home of three University, eight State University, and scores of independent college and university campuses. These same four counties also have forty-three Community Colleges.

FIGURE 1
THE DISTRIBUTION OF UNIVERSITY OF CALIFORNIA
OFF-CAMPUS LOCATIONS WITH THREE OR MORE COURSES
BY COUNTY, FALL 1978

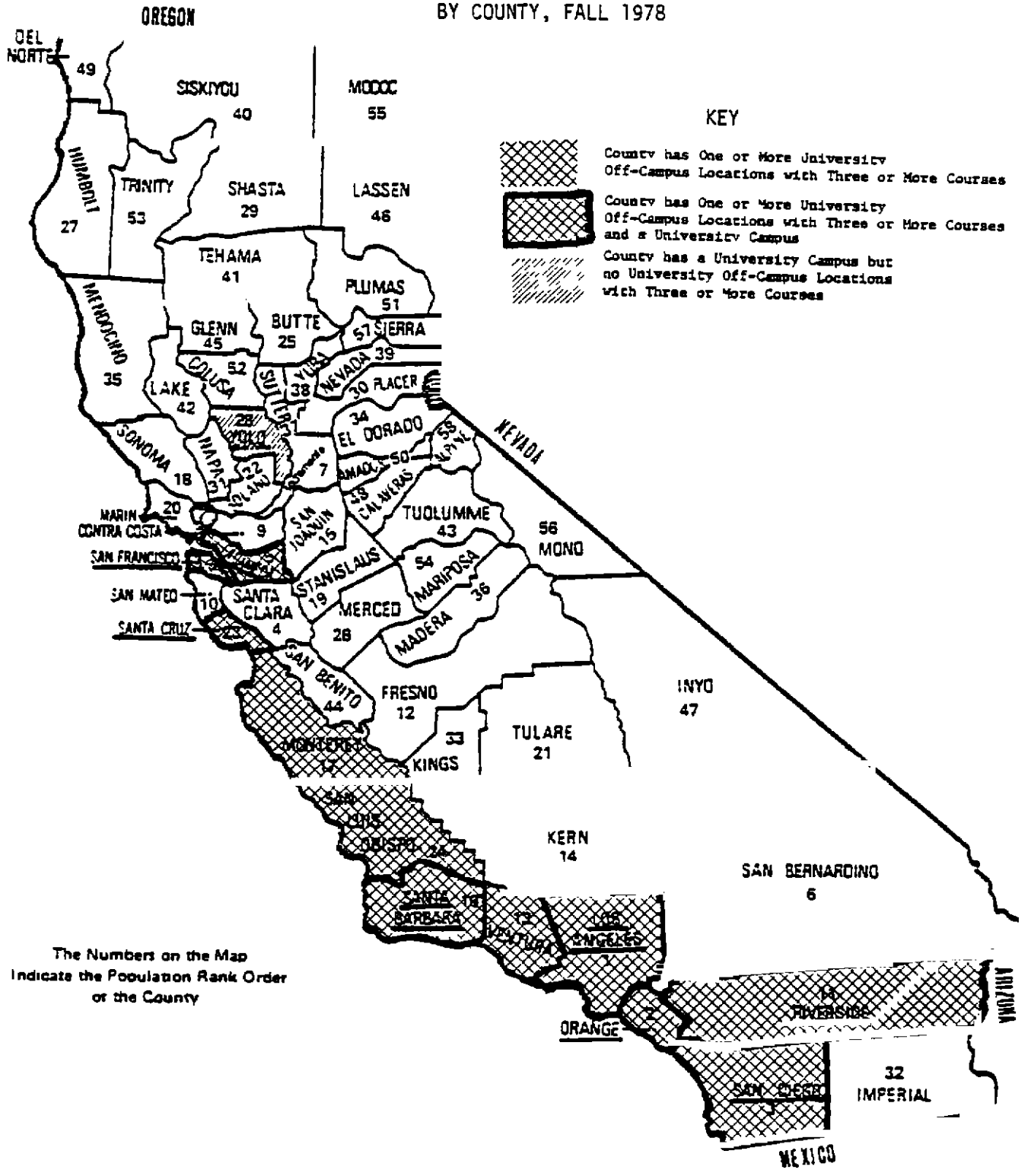


FIGURE 2
THE DISTRIBUTION OF STATE UNIVERSITY
OFF-CAMPUS LOCATIONS WITH THREE OR MORE COURSES
BY COUNTY, FALL 1978

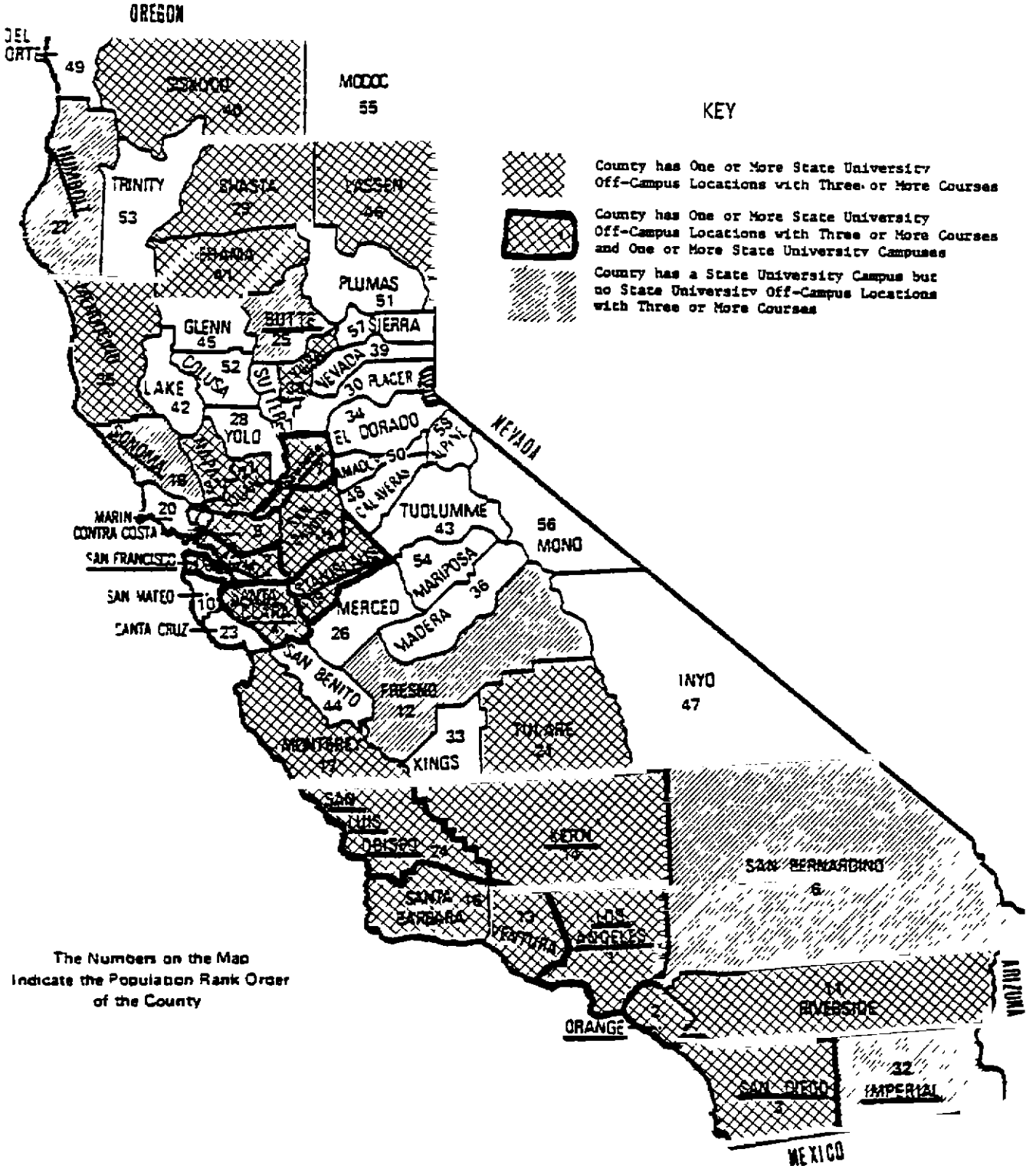


Figure 3 shows that, with few exceptions, the off-campus operations of the independent institutions are located in the same counties as those of the University and State University. The overlap with the State University is particularly striking. Independent institutions operated off-campus locations with three or more courses in thirty-four counties. Only seven of these counties do not also contain a State University campus, off-campus location, or both. Further, there are only four counties served by the State University where independent institutions do not have at least one off-campus location with three or more courses as well.

As with the public four-year segments, the vast majority of the independent institution's off-campus locations are clustered in the four most populous counties. In fact, 190 of the independent institution's 338 off-campus locations with three or more courses are located in Los Angeles, Orange, San Diego, and Santa Clara counties. It would appear that the more than 11.6 million residents of these four counties enjoy an abundance of on- and off-campus educational opportunities and a wide range of institutions, locations, and courses to choose from.

The information in Figures 1, 2, and 3 indicates that there are other counties in California whose residents are less well served. Nineteen of the State's fifty-eight counties have no public four-year college or university campus and no off-campus locations with three or more courses operated by a public or independent four-year institution. Most of these counties are sparsely populated, have no large towns, and are located in the Sierras, the Central Valley, or the northern sections of the State. Altogether, these counties had an estimated population of 378,300 people in 1977, and only two of the nineteen had a single town with 10,000 people or more. Although these counties encompass 38,012 square miles, or 24 percent of the State's total land area, they have less than 2 percent of the State's total population.

Figures 4, 5, and 6 show the distribution of off-campus locations operated by the University, State University, and the independent institutions that offered degree programs in Fall 1978 As noted earlier, there are a large number of locations offering credit courses, but substantially fewer that offer enough courses in a sequence to permit students to complete at least half of the course work needed for a bachelor's or master's degree Those locations on military bases offering programs only to base personnel are excluded from these maps because such programs are not open to the county's civilian residents.

Figure 4 simply confirms a point made earlier that degree-oriented instruction within the University of California system is offered primarily on campus to full-time undergraduate and graduate

FIGURE 3
THE DISTRIBUTION OF INDEPENDENT INSTITUTIONS' OFF-CAMPUS LOCATIONS WITH THREE OR MORE COURSES BY COUNTY, FALL 1978

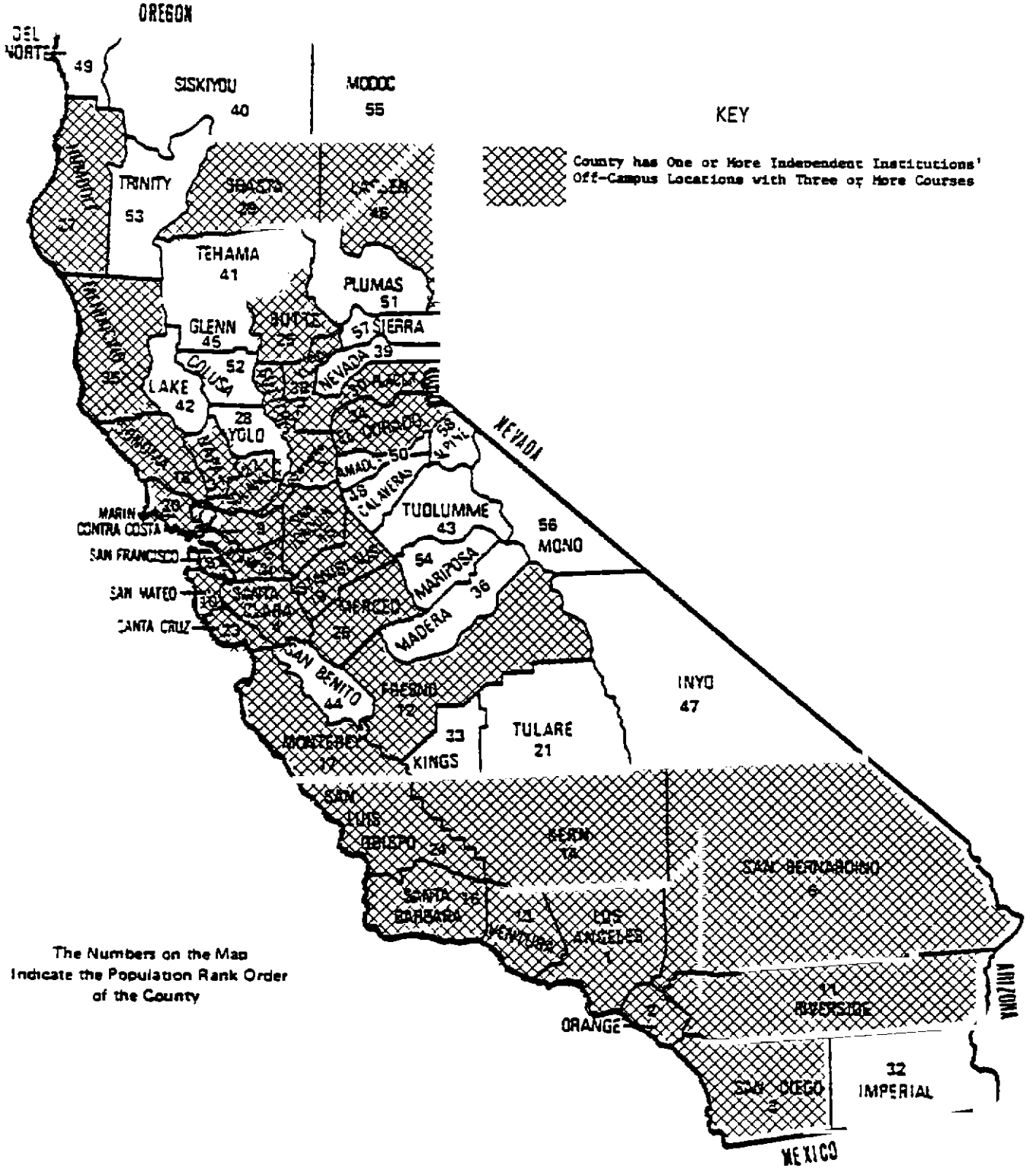
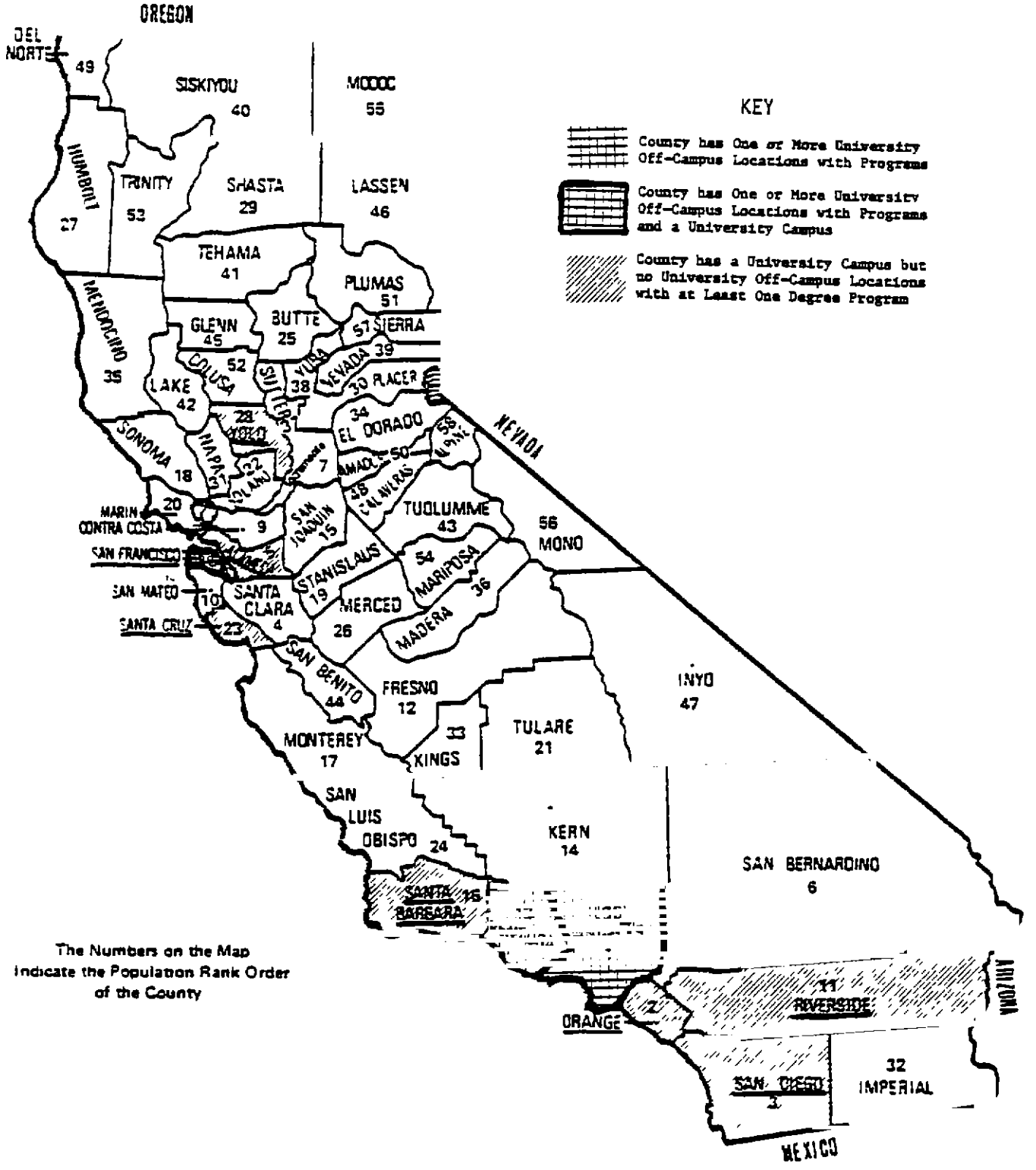


FIGURE 4
THE DISTRIBUTION OF UNIVERSITY OF CALIFORNIA
OFF-CAMPUS LOCATIONS WITH DEGREE PROGRAMS
BY COUNTY, FALL 1978



students. University Extension offers a wide range of credit and non-credit courses, and it plays an important role in in-service teacher training and in providing continuing education courses for professional people. The main purpose of University Extension, however, is not degree production.

Figure 5 shows that some State University degree programs are available at off-campus locations in seventeen counties. Seven of these counties also have at least one State University campus within their boundaries. Several of the other counties where degree programs are available are in the sparsely populated northern sections of the State, and several are in the predominantly rural Central Valley. In addition to these seventeen counties, there are seven others that have State University campuses, but no off-campus locations offering programs.

Figure 6 shows the counties where residents can enroll at off-campus locations operated by independent institutions and eventually complete at least half of the course work required to earn a degree. Again the overlap with the State University is striking. Furthermore, most of these locations are in counties that are among the most densely populated in the State. Indeed, 137 of the 220 independent institutions' locations offering degree programs to the civilian population are in either Los Angeles, Orange, San Diego, or Santa Clara County.

Twenty-four of the State's counties have neither a public four-year institution within their boundaries, nor degree programs at off-campus locations run by four-year institutions. Nineteen of these counties are the same ones that had no off-campus locations operated by four-year institutions. The reasons for this, as noted earlier, were that these nineteen counties were in sparsely populated, remote regions, and few had any large towns. Altogether, they accounted for less than 2 percent of the State's population. The five additional counties are generally of the same type, although two of the five have at least one town with 10,000 people or more.

The questions explored in this report do not exhaust the list of those that the Commission's off-campus inventories could help to answer. Stored in machine readable form, the vast array of information contained in these inventories represents the largest, most complete collection of data on off-campus education in California. Further, the data in the Fall 1976 and Fall 1978 inventories are generally comparable. While refinements and additions will undoubtedly be incorporated into future Commission surveys of off-campus education, every effort will be made to insure comparability in order to enhance the value of the inventories for policy research.

FIGURE 5
THE DISTRIBUTION OF STATE UNIVERSITY
OFF-CAMPUS LOCATIONS WITH DEGREE PROGRAMS
BY COUNTY, FALL 1978

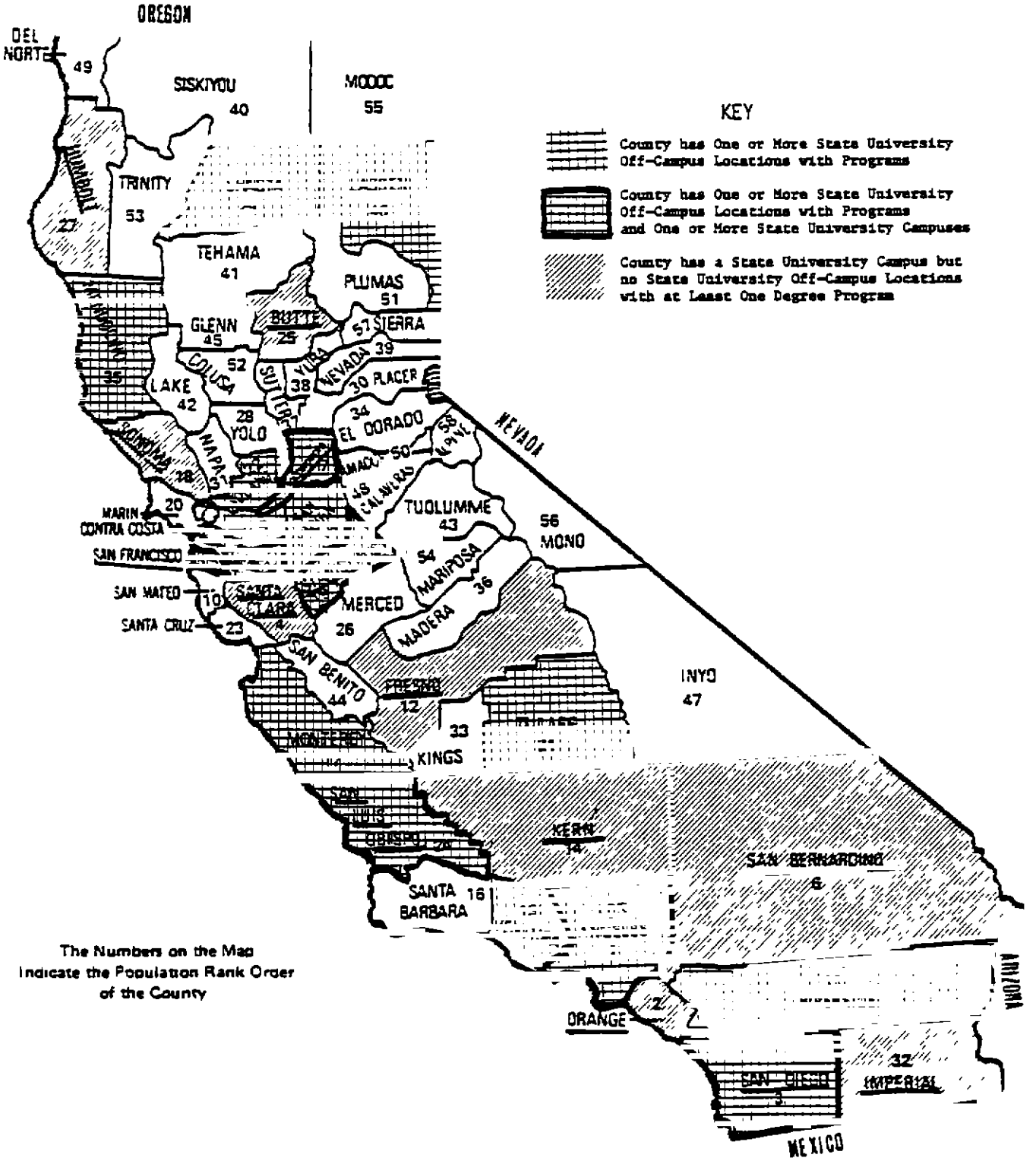
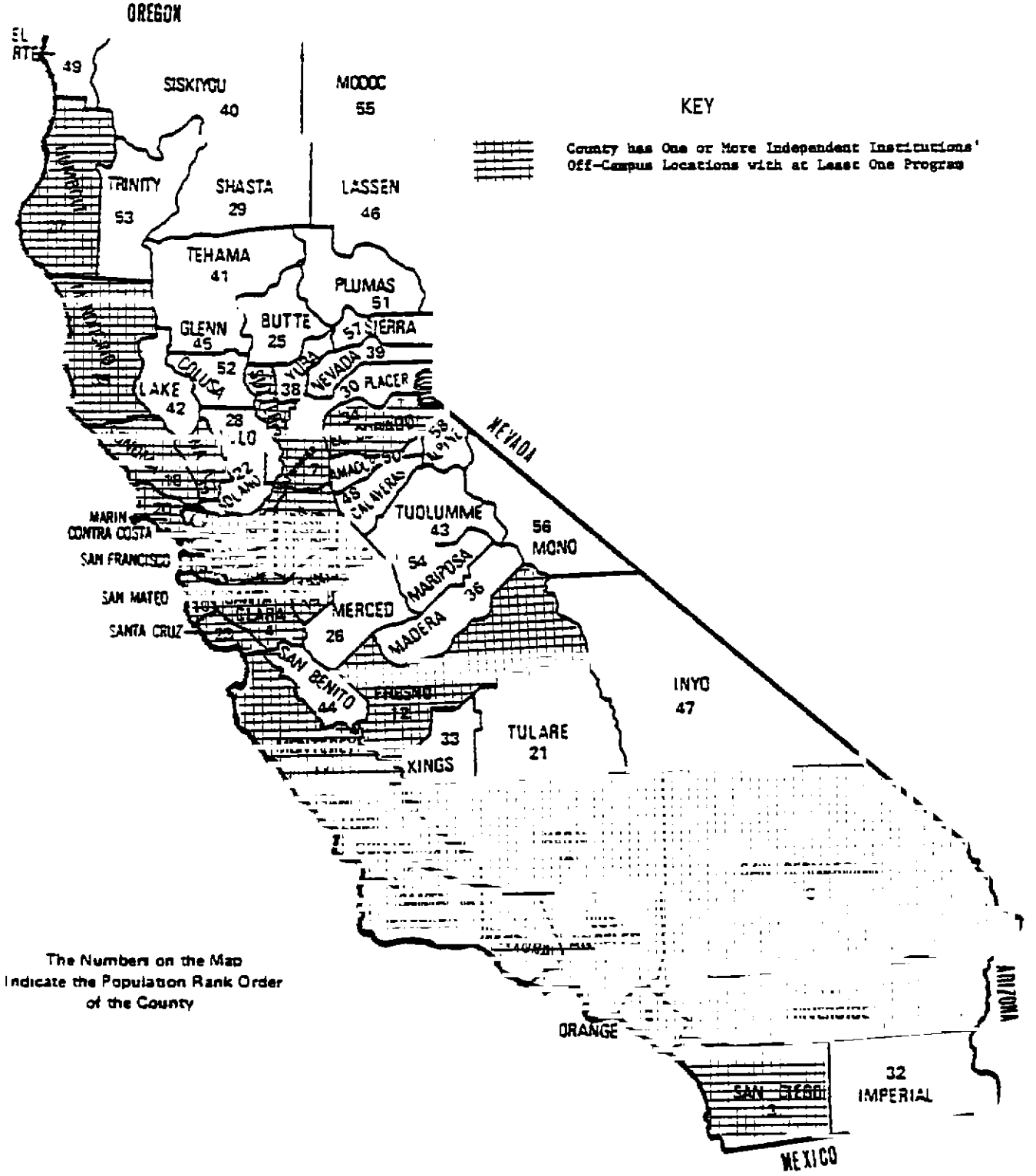


FIGURE 6
THE DISTRIBUTION OF INDEPENDENT INSTITUTIONS'
OFF-CAMPUS LOCATIONS WITH DEGREE PROGRAMS
BY COUNTY, FALL 1978



Among the major findings uncovered in this analysis of recent trends in off-campus education are the following:

1. A comparison of the Fall 1978 and the Fall 1976 inventories reveals that there was a 9 percent drop in the overall number of off-campus locations in the past two years, with 390 fewer locations in 1978.

2. The great majority of all off-campus locations are quite small, offering only one or two courses per term. Moreover, while the overall number of off-campus locations is decreasing, those that remain tend to be smaller and offer fewer courses.

3. The total number of off-campus credit registrations in the four segments dropped by 47,693, or by 13 percent, since Fall 1976. Although all four experienced a decrease in credit registrations, the decline was most severe in the State University where the number of credit registrations dropped from 20,938 to 12,513, or by 40 percent.

4. The University and the independent institutions have increased their non-credit registrations markedly in the last two years. In the University, non-credit registrations at off-campus locations jumped from 5,489 in 1976 to 12,896 in 1978: in the independent institutions, they increased from 2,089 to 6,560 in the same period.

5. Unlike the four-year segments, the Community Colleges experienced a marked decline in non-credit registrations. In that segment, non-credit registrations plunged by 75,198 between Fall 1976 and Fall 1978, a drop of 39 percent. Almost half of these non-credit losses occurred in three districts. North Orange, San Diego, and Santa Barbara.

6. Overall, the Community Colleges experienced major losses both in non-credit registrations and in credit registrations. Their total off-campus registrations dropped by 108,254, or by 23 percent in the last two years.

7. Only 10 of the 268 locations operated by the University, 26 of the 526 locations run by the State University, and 197 of the 2,507 locations provided by the Community Colleges offered as much as one degree program. Furthermore, the evidence from the Fall 1976 inventory strongly suggests that instead of increasing, the number of off-campus locations where a student can eventually take at least half of the courses needed for degree has declined in both relative and absolute terms.

8. One of the major attractions of the relatively expensive off-campus credit courses provided by independent institutions is that most of them are offered as part of a sequence of courses that could lead eventually to a bachelor's or master's degree. In fact, 83 percent of the off-campus locations with three or more courses operated by independent institutions offered at least one degree program in Fall 1978.

9. Among the four segments, programs in business and management are the most frequently offered, followed by social sciences, education, engineering, and public affairs and services.

10. All four segments use a wide variety of facilities for their off-campus courses and programs. Elementary and secondary schools, however, are the most commonly used type of off-campus facility.

11. Very few off-campus facilities are actually owned by the institutions offering courses there, and the number is decreasing. There has been a significant decrease in the number of donated facilities, however, and a marked increase in the number of off-campus facilities that are leased.

12. Very few of the locations operated by independent institutions are close to their campuses. In fact, more than half of the independent institutions' locations are more than fifty miles away, and nearly three out of every ten of them is more than one hundred miles away

13. The Community Colleges have the vast majority of their off-campus locations clustered quite close to their campuses. In all, 1,141 locations, or 46 percent of Community College off-campus locations, are within five miles of the campus, and 72 percent are within ten miles.

14. Forty-six of the State University's seventy-nine off-campus locations with three or more courses are located in just four counties: Los Angeles, Orange, San Diego, and Santa Clara. While it is true that these are the four most populous counties in the State with more than half of its total population, they are also the home of three University, eight State University, and scores of independent college and university campuses. These same four counties have forty-three Community Colleges.

15. For the most part, the off-campus operations of the independent institutions are located in the same counties as

those of the University and State University. The overlap with the State University is particularly striking, with the vast majority of the independent institutions' off-campus locations also clustered in the four most populous counties.

FOOTNOTES

1/ There was one earlier off-campus survey by the Coordinating Council that should be noted. See, Coordinating Council for Higher Education, Postsecondary Educational Services at Off-Campus Locations Report 1, A Survey of California Community Colleges, Council Report 74-3 (February 1974).

2/ UCSF's off-campus courses are unlike those of almost all other institutions. Its credit courses are actually hospital-based specialty training for fourth-year medical, dental, and pharmacy students, and many of its non-credit offerings represent internship and residency training.

3/ The survey questionnaire asked institutions to summarize the information for all their off-campus locations with one or two courses and the information for each location with three or more courses separately. The intent was to simplify the burden placed on institutions in responding to the survey, but one of the unfortunate results was the loss of discreet information on each small off-campus location. Survey design, therefore, produced the distinction between small one- or two-course locations and "larger" locations with three or more courses.

4/ Fees for State University off-campus courses vary, but they vary within a fairly narrow range. Furthermore, the fees are not set for a particular course after the enrollment process is completed, but before the course is offered For some small classes, however, the State University sometimes offers the instructor the option of teaching the class for a reduced salary or cancelling the course. In this manner, some last minute adjustments are possible to insure that low enrollments do not produce deficits in self-supporting courses. Of course, if the enrollment is too low, the course is often simply cancelled.

APPENDIX C

LIST OF COMMUNITY COLLEGES (14 INSTITUTIONS) THAT PARTICIPATED IN CPEC SURVEY

APPENDIX C

CALIFORNIA COMMUNITY COLLEGES REPORTING USABLE DATA

1. Santa Ana College
2. Los Angeles Harbor College
3. Yuba College
4. Santa Barbara City College
5. Mt. San Antonio College
6. San Joaquin Delta College
7. Santa Rosa Junior College
8. College of the Desert
9. Chabot College
10. American River College
11. Foothill College
12. Bakersfield College
13. Pasadena City College
14. Los Angeles Valley College

APPENDIX D

A LISTING OF COURSES OFFERED AT OFF-CAMPUS LOCATIONS BY THE CALIFORNIA COMMUNITY COLLEGES BY COURSE TITLE, CREDIT STATUS AND FEE STATUS FALL 1979

APPENDIX D

A LISTING OF COURSES OFFERED AT
OFF-CAMPUS LOCATIONS BY THE CALIFORNIA COMMUNITY COLLEGES
BY COURSE TITLE, CREDIT STATUS AND FEE STATUS
FALL 1979

Course Title	Credit/Non-Credit	Fee Charged
Physical Education	C	None
Administration of Justice	C	None
Business	C	None
Home Economics	C	None
English	C	None
Art	C	None
Physical Education	C	None
Business Education	C	None
Biology	C	None
History	C	None
Spanish	C	None
Hose Nozzle and Fittings	C	None
German Conversation	C	$ .50
Psychiatric Nursing: Hosp. & Comm.	C	None
Flight Simulation and Navigation	C	$24.00
Financial Planning and Investments	C	None
Introduction to Career Development	C	$ 1.00
Beginning Swimming	C	$ .50
Psychology Looks at Women	C	$ 1.00
Physical Fitness	C	None
Small Business Management	C	None
Introductory Guitar	C	$ 2.00
Beginning Folk and Ethnic Dance	C	None
Introductory Painting	C	None
Judo Defense Tactics	C	None
Introductory Guitar	C	None
Carpenters Apprenticeship Program	C	None

APPENDIX D (Continued)

Course Title	Credit/Non-Credit	Fee Charged
Drywallers Apprenticeship Program	C	None
Auto Mechanics Apprenticeship Program	C	None
Electricians Apprenticeship Program	C	None
World of Stitchery	C	$ 1.00
Arrest/Search/Seizure	C	$ 2.00
Basic Police Academy	C	$218.50
Advanced Criminal Investigation Techniques	C	None
Self Development	C	None
Anthropology/Field Archeology	C	$ .50
Understanding the Female Body	NC	$ 5.00
Arts and Crafts	NC	None
Social Skills	NC	None
Social Skills through Games	NC	None
Community Orientation	NC	None
Community Involvement	NC	None
American History	NC	None
Beginning Ballet	C	None
Woodwind Choir	C	$ 5.00
Celestial Navigation	C	$ 2.00
Self Help Skills	NC	None
Sensory/Motor Development	NC	None
Exploring Music	NC	None
Personal Management	NC	None
Socializing Skills	NC	None
Pre-Vocational Training	NC	None
Self-Help Skills	NC	None
Group Counseling	C	None
Nursery School Health and Safety	C	None
Physical Therapy Aide	C	None

APPENDIX D (Continued)

Course Title	Credit/Non-Credit	Fee Charged
Accounting Math	C	None
Clerical Training, Disabled Persons	NC	None
Conversational French	NC	None
Technology of Geneology	NC	None
Beginning Driver's License	NC	None
Water Color	NC	$ 2.00
Beginning Ceramics	NC	$ 7.00
Hand Wrought Jewelry	NC	$ 10.00
Beginning Harmonica	NC	None
Microwave Cooking	NC	$ 15.00
Creative Writing	NC	$ 4.00
Aesthetic Sights Abroad	NC	None
Choral Singing	NC	None
Lost Wax Jewelry	NC	$ 10.00
Basic Oil and Acrylic	NC	$ 2.00
Beginning Piano	NC	None
Folk Guitar	NC	None
Resilient Floors	NC	None
Calligraphy	NC	$ 2.00
Machine Cuisine	NC	$ 8.00
Creative Fiber Art	NC	$ 4.00
Sign Language Workshop	NC	None
Chinese Cooking	NC	$ 13.00
Body Weight Mastery	NC	None
Office Skills	NC	None
Simple Macrame	NC	$ 5.00
Ancient Civilizations	NC	None
Plumber's Apprenticeship Program	NC	None
Teachable Moments	NC	None
Is Peace Possible	NC	None

APPENDIX D (Continued)

Course Title	Credit/Non-Credit	Fee Charged
Emergency Care	NC	None
Antiques	NC	None
Advanced Ornithology	NC	None
Lip Reading	NC	None
Advanced First Aid	NC	None
Wildflowers of Santa Barbara	NC	None
Early Pregnancy	NC	None
Intermediate English as a Second Language (ESL)	NC	None
Beginning and Intermediate Sewing	NC	None
Learn to Relax	NC	None
Moving with Ease	NC	None
Beginning Shorthand	NC	None
Coping with Criticism	NC	None
African Dance	NC	None
Partners in Learning	NC	None
Beginning Piano	NC	None
Color Slides	NC	$ 2.00
Preparation for Citizenship	NC	None
Aeronautics	C	None
Nursery School	C	None
Earth Astronomy Laboratory	C	None
Cosmetology	C	None
Typing	C	None
Checker Training	C	None
Sculpture	C	None
Expectant Parents	C	None
Food Service Orientation	C	None
Conversational Spanish	C	None
Prevocational Learning Skills	C	None

APPENDIX D (Continued)

Course Title	Credit/Non-Credit	Fee Charged
Basic Educational Handicaps	C	None
Principles of Accounting	C	None
English as a Second Language	C	None
Concepts of Chemistry	C	None
Elements of Mathematics	C	None
Business Law	C	None
American History Patterns	C	None
Ceramics	C	$ 10.00
Communications	C	None
Creative Writing	C	None
Arts and Crafts	C	None
Fundamentals of Volleyball	C	None
Hobby Crafts	C	$ 15.00
Typing	C	None
Child Family Communication	C	None
Elementary Economics	C	None
Introduction to Dramatic Literature	C	None
Expectant Parents	C	None
Introduction to Spanish	C	None
Introduction to Agri-Business	C	None
Pesticide Applicator Certificate	C	None
20th Century Art	C	None
Introduction to Business	C	None
Typing	C	None
Civil Service Training	C	None
Occupational Work Experience	C	None
La Raza Literature	C	None
School Menu Plan	C	None
Introduction to Humanities	C	None

APPENDIX D (Continued)

Course Title	Credit/Non-Credit	Fee Charged
Creative Writing	C	None
Fundamentals of Tennis	C	None
Introduction to Sociology	C	None
Intermediate Vocational Skills	C	None
Physical Fitness	C	None
Water Exercise	C	None
Arts and Crafts	C	None
Welding	NC	None
Health	C	None
Office Administration	C	None
Real Estate	C	None
Spanish	C	None
English	C	None
Spanish	C	None
Acupressure	NC	$ 20.00
Greek Dancing	NC	$ 10.00
Stress Reduction	NC	$ 20.00
Photography Workshop	NC	$ 20.00
Bookkeeping and Accounting	C	None
Human Relations (Developing Supervisory Leadership	C	None
Principles of Marketing	C	None
Written Communications for Supervisors	C	None
English as a Second Language	NC	None
Clothing Construction/Tailoring	NC	None
ABC Stenoscript	NC	None
Career Development	NC	None
Planning for Travel	NC	None
Functional Living	NC	None
Ceramics	NC	None
Woodworking	NC	None

APPENDIX D (Continued)

Course Title	Credit/Non-Credit	Fee Charged
Current Literature	NC	None
High School Diploma	NC	None
Microwave Food Preparation	NC	None
Family Stress & Child Abuse	NC	None
Walking Infant (Parent Education-Preschool Observation)	NC	None
2 yrs. (Parent Education-Preschool Observation)	NC	None
Preparation for Motherhood	NC	None
Taxation and Exchange	C	None
Radiation Protection	C	None
Fundamentals of Motorcycle Repair	C	None
Agriculture/Principles of Water and Irrigation	C	None
Apprentice Carpentry	C	None
Apprentice Surveying Practices	C	None
Health and First Aid	C	None
History - United States	C	None
Family Studies	NC	None
Beginning Typing	C	None
Principles of Health Education	C	None
Bowling	C	None
General Psychology	C	None
English	C	None
Composition in Relation to Painting	NC	None
Physical Fitness	NC	None
Introduction to Data Processing	C	None
Office Procedure	C	None
Readings in American Literature	C	None
Topics in Child Development	C	None

APPENDIX D (Continued)

Course Title	Credit/Non-Credit	Fee Charged
Fashion (Grooming in the Business World)	C	None
Interior Design (Interior Drawing)	C	None
Fundamentals of Electricity	C	None
Communication Skills	C	None
Slimming/Trimming	C	None
Advanced Officer Training	C	None
Introduction to Sociology	C	None
Women's Studies (Assertiveness Training)	C	None
Art (Drawing)	C	None
Business (Accounting)	C	None
Business (Marketing)	C	None
Business (Shorthand)	C	None
Business (Travel/Conference Arrangements)	C	None
Drama (Theater Arts Appreciation)	C	None
Fundamentals of Electronics	C	None
Creative Writing	C	None
Health (Cardio-Pulmonary Resuscitation)	C	None
Intermediate Japanese	C	None
Math for Electronics	C	None
Aquatic Fitness	C	None
Social Dancing	C	None
Tap Dance (Intermediate-Advanced)	C	None
Real Estate (Legal Aspects)	C	None
Semiconductor Processing (Photomasking)	C	None
Spanish	C	None
Study Skills (Vocabulary Improvement)	C	None
Supervisory Management Techniques	C	None

APPENDIX D (Continued)

Course Title	Credit/Non-Credit	Fee Charged
Travel Careers	C	None
Glassblowing Workshop	NC	$ 20.00
Sheet Metal	NC	None
Accounting	C	None
Living History and You	C	None
Crisis Prevention/Suicide Prevention	C	None
Assertiveness Training for Older Persons	C	None
Stress: Manifestations & Control	C	None
Business Law	C	None
Camera Repair	C	None
Home Economics (Nutrition)	C	None
Management Communication	C	None
Introduction to Psychology	C	None
Work Experience Laboratory	C	None
Administration of Justice (Advanced Officer Training)	C	None
Raku Workshop	C	None
Creative Writing	C	None
Health (Pre-Natal Care)	C	None
Opera for Everyone	C	None
Nursing (Clinical Refresher)	C	None
Yoga	C	None
Ice Skating	C	None
Rhythmic Movement	NC	None
Religious Studies (Book of Revelation)	C	None
Oil Painting	C	None
U.S. History	C	None
History of Western Civilization	C	None

APPENDIX D (Continued)

Course Title	Credit/Non-Credit	Fee Charged
Mineral Deposits/Prospecting	C	None
Nursing Fundamentals Laboratory	C	None
Introduction to Wildlife	C	None
Introduction to Mathematics	C	None
Medical Assisting	C	None
Principles of Economics	C	None
Introduction to Government	C	None
Ceramics	C	None
Introduction to Art	C	None
Principles of Bank Operation	C	None
Business Mathematics	C	None
Developmental Math	C	None
Automobile Brake Systems	C	$ 5.00
Upholstery	C	$ 10.00
Basic Spoken Spanish	C	None
Reading Improvement	C	None
Creative Oil Painting	NC	$ 15.00
Beginning Disco	NC	$ 16.00

APPENDIX E

RESULTS OF SURVEY OF STUDENTS IN CONTINUING EDUCATION AT INDEPENDENT CALIFORNIA COLLEGES AND UNIVERSITIES FALL 1978

APPENDIX E

RESULTS OF SURVEY OF STUDENTS IN CONTINUING EDUCATION
AT INDEPENDENT CALIFORNIA COLLEGES AND UNIVERSITIES

Fall 1978

Item	Response	
Sex		
Male	53.8%	
Female	45.4	
No Response	0.8	
Marital Status		
Married	60.5	
Unmarried	38.3	
No Response	1.2	
Student Status		
Part-Time	69 7	
Full-Time	29 0	
No Response	1.3	
U S. Citizen		
Yes	91.5	
No	7.4	
No Response	1.1	
Course Available from Another Source?		
Yes	32 8	
No	63.4	
No Response	3 8	
If yes, why did you Choose This Particular Course?		
Travel Convenience	53.0	(Total Adds to More than)
Type of Credit	48 3	(100 percent due to multi-
Quality of Course	25.1	ple responses.)
Instructors Reputation	15.8	
Friend Taking It	4.1	
Other	31.4	

Item	Response
Employment	
Employed Part-Time	16 2%
Employed Full-Time	69.1
Unemployed	13.2
No Response	1.5
Ethnicity	
American Indian	1.5
Asian/Pacific	6.1
Black	19.2
White	68.0
Alaskan Native	0.4
Hispanic	3 2
No Response	1 6
Extent Self-Supporting?	
0 - 19%	13 7
20 - 39	5 9
40 - 59	8 3
60 - 79	3 2
80 - 99	6 4
100	61.3
No Response	1.2
Residence Status	
Living with Parents	8.9
Own Apartment or House	53.5
Leasing or Renting	21.7
Military Housing	9.9
Dormitory or Living Group	4.2
Employer Furnished	0 9
No Response	0.9
Highest Degree Held	
None	6.5
High School Diploma	28.4
Associate of Arts	29.2
Bachelor's	29 4
Master's	4.8
Doctorate	0.5
No Response	1.2

Item	Response
Number of Dependents	
None	42.7%
1	15.5
2	15.3
3	13.8
4	7.4
5	3.0
Over 5	1.7
No Response	0.6
Why is Course Relevant?	
New Skill Acquisition	6.6
Personal Interest-Recreation	10.2
Professional Advancement	24.3
Refresher-Update	2.4
Certification	3.8
Degree	48.7
Occupational Requirement	3.0
No Response	1 0
Career Status	
Beginning First Career	23.7
Mid Career-Established	30.7
Mid Career-New or Changing	21.1
Nearing Retirement	2 9
Retired	1.9
Military	15.1
Military Preretirement	2.5
No Response	2.1
How Far do You Travel (round trip) to Attend (miles?)	
0 - 5	29.2
6 - 10	18 2
11 - 15	10 0
16 - 20	9 3
21 - 25	7.4
26 - 30	5.5
31 - 35	5.3
36 - over	13.8
No Response	1.3

Item	Response
How are you Financing the Course?	
Self/Spouse	36.6%
Parents	7.5
Private Loan	2.0
Government Loan	2.5
Grant or Scholarship	6.6
VA or GI	27.1
Government	2.7
Employer/Company	10.3
Foundation	0.2
Military	3.2
No Response	1.3
How did you First Learn About the Course?	
Press	3.4
Radio/TV	1.2
Home Mail	6.6
Office Mail	5.3
In Another Class	8.0
Bulletin Board Flyer	15.5
Professional Journal or Meeting	2.7
Counselor Recommendation	18.1
Word of Mouth	23 2
Other	14.6
No Response	1.4
Household Income Level (Gross)	
Below $6,000	8.3
$6,001 - $9,000	9.8
($9,001 - $12,000 category was accidentally omitted from the survey)*	
$12,001 - $15,000	12 7
$15,001 - $20,000	18 2
$20,001 - $25,000	15 6
$25,001 - $30,000	10 2
$30,001 - $40,000	11 4
$40,001 - $50,000	5.0
Over $50,000	4.9
No Response	3.9

Item	Response
Present Employment	
Academic	17 4%
Sales	3.7
Office/Clerical	10.2
Management/Executive/ Supervisory	24.1
Technical/Engineer	8.7
Arts	0 9
Skilled/Unskilled Trade	5 3
Service (Community)	8.8
Homemaker/Housewife	3.4
Other	15.1
No Response	2.4

*Dr. Richards commented as follows regarding the omission:

The typographical error of omission in the household income category was unfortunate. However, the distribution seems to peak in the 15-20 thousand dollar interval. The curve appears rather flat. It would appear that a wide range of income and strong participation in all categories is a characteristic of the student population.

APPENDIX F

RESULTS OF SURVEY OF INSTRUCTORS IN CONTINUING EDUCATION AT INDEPENDENT CALIFORNIA COLLEGES AND UNIVERSITIES FALL 1978

APPENDIX F

RESULTS OF SURVEY OF INSTRUCTORS IN CONTINUING EDUCATION
AT INDEPENDENT CALIFORNIA COLLEGES AND UNIVERSITIES

Fall 1978

Item	Response
Highest Degree or Certificate Earned	
None	0.3%
Associate Degree	0.0
B A./B.S. Degree	6.3
M.A./M.S. Degree	50.9
Ed.D./Ph.D. Degree	36.2
License/Certificate	2.5
No Response	3.8
Type of Credit	
Degree	89.4
Non-Degree	5 9
Non-Credit	2.8
Non-Credit for Certificate	0 6
No Response	1 3
Grading System	
Pass/Fail	2.8
Grade	87.5
No Grade	6.6
Mixed	3.1
No Response	0.0
Duration of Course	
One Day/One Weekend	3.7
Short Series	12.5
Quarter	7.5
Semester	65.3
Year	9.4
No Response	1.6

Item	Response
Time of Day Course is Held	
Day	11 6%
Late Afternoons/Evening	84.7
Varies	3.1
No Response	0.6
Type of Course (Primarily)	
Correspondence	0.3
Classroom	98.1
Field	1.6
Television	0.0
No Response	0.0
Location of Course	
Main Campus	22.8
Branch Campus	14.1
Off-Campus	20.9
Military Base	41 9
No Response	0.3
Course Relevance (Population)	
General Public	32 2
Specific Group	20.3
Company In-Service	0.0
Military	4.7
Degree Candidates Only	41.6
No Response	1.2
Part of the Week Course is Held	
Weekdays	89.1
Weekends	7.2
Mixed	0 0
No Response	3 7
Is Course Offered as Part of a Sequence or Group of Related Courses?	
Yes	69 7
No	26.9
Don't Know	3.4
No Response	0.0

Item	Response
Is This Course a Prerequisite for Another Course?	
Yes	27.5%
No	65.3
Don't Know	7 2
No Response	0.0
Does This Course Have a Prerequisite or Require Consent of the Instructor?	
Yes	33.8
No	62.5
Don't Know	3.7
No Response	0.0
Did you Originate or Develop This Course?	
Yes	25 3
No	72.8
Don't Know	1.9
No Response	0.0

APPENDIX G

STANDARD NINE: SPECIAL EDUCATIONAL PROGRAMS
FROM
WESTERN ASSOCIATION OF SCHOOLS AND COLLEGES

WESTERN ASSOCIATION OF SCHOOLS AND COLLEGES
Accrediting Commission for Senior Colleges and Universities
Box 9990, Mills College, Oakland, California 94613
(415)632-5000

STANDARD NINE: SPECIAL EDUCATIONAL PROGRAMS

Standard 9.A.

Off-campus educational programs and degree or non-degree credit courses are integral parts of the institution. Their functions, goals, and objectives must be consonant with those of the institution. The institution maintains quality control of all aspects of the program and provides appropriate resources to maintain this quality.

The Commission regards off-campus educational programs and courses for degree credit as extensions of the institution's educational services, within the institution's overall mission and purposes. The institution is responsible and accountable for all aspects of its off-campus programs and courses.

The quality of off-campus programs and courses in terms of resource materials, faculty, level of instruction, adequacy of evaluation, and student services meets the standards of quality which the institution sets for on-campus programs and courses. The appropriate on-campus resources are adequate to support the programs or courses offered at each off-campus site, in addition to resources needed for on-campus activities.

In initiating or significantly expanding off-campus programs and courses, the institution complies with Commission policy on "Substantive Change," including prior notification, page 102.

Because the Senior Commission of WASC accredits institutions, the evaluation of off-campus programs and courses for degree credit is part of the evaluation of the institution as a whole. However, under certain circumstances--when new programs are being planned or serious questions have been raised about existing programs--off-campus programs may be examined separately.

Since accreditation applies to an entire institution and not to specific programs and courses, an institution does not state, under any circumstances, that a particular program, course, certificate, or degree offered on or off campus is accredited by WASC, but uses

only the language prescribed by the Commission in its statements regarding candidacy* and accreditation.** Since an institution is accredited in its entirety, weak programs can undermine the entire accreditation of the college or university.

Some, though by no means all, components of this standard are:

9.A.1. The functions, goals, and objectives of off-campus programs and courses are consonant with those of the institution. If off-campus programs or courses are initiated which differ in purpose or procedure from those offered on campus, the differences are justified or their connection with the institution's mission clearly specified. See Policy on "Substantive Change," page 102.

9.A.2. Admission, retention, certificate, and degree requirements for off-campus programs and courses are qualitatively consistent with those in effect on campus. Credits toward a degree earned off campus have the same value as credits toward a degree earned on campus and require comparable amounts of class time and student preparation or justified alternatives. The amount of credit awarded and type of credit unit used for any course are clearly stated in all descriptive and promotional materials and in all student records regarding course credit.

9.A.3. Off-campus programs and courses are administered, under established institutional policies and procedures, through a clearly defined organization in accordance with the mission of the institution under a responsible administrative officer.

9.A.4. On-campus administrators and faculty with expertise in relevant academic fields participate in planning, approval, and on-going evaluation of off-campus programs and courses, and in selection of instructors, to assure quality in these programs and courses.

9.A.5. Competence and credentials of instructors in off-campus programs and courses are commensurate with those for on-campus instructors.

9.A.6. Requirements (including time and competencies) for award of credit and for granting of certification and degrees conform to on-campus measures or to justified alternatives.

*See Policy on "Institutional Recognition by and Reporting to the Commission," (b) Candidate for Accreditation, page 97.
**See Policy on "Institutional Recognition by and Reporting to the Commission," (c) Accredited Status, page 99.

9.A.7. Credit awarded for prior non-academic learning experiences is carefully evaluated and fully justified as to amount and designation of credit recorded, in compliance with the Commission's policy on "Credit for Prior Learning Experience," page 130.

9.A.8. Individual student records, which document credits, certificates, and degrees awarded through off-campus programs, are maintained by the institution in perpetuity.

9.A.9. Student services appropriate to the clientele and their needs are provided to students involved in off-campus programs and courses in a manner commensurate with those provided on-campus students. Students are advised of the availability of these services.

9.A.10. Learning resources, including library facilities, laboratories, classrooms, study areas, offices, and other equipment and facilities, are adequate to support the programs and courses offered at each off-campus site. The institution documents the availability of these resources to students.

9.A.11. Sufficient financial resources in addition to those required to support on-campus activities are committed to ensure comparable support of off-campus programs and courses.

9.A.12. All conditions governing off-campus programs and courses are fully disclosed in appropriate catalogs, brochures, announcements, and other promotional materials, including tuition charges, refund policies, admission, and academic requirements. These published materials include accurate, comprehensive descriptions of student services and learning resources. Exceptions to on-campus conditions are indicated clearly. Publicity to prospective students is factual and consistent with services actually provided.

9.A.13. As in the case of all part-time and adjunct faculty, institutions retaining in their off-campus courses and programs full-time faculty of other institutions have adopted policies regarding the amount of outside work and the use of institutional resources and facilities. Such faculty are asked also to conform to their full-time employer's standards with respect to amount of outside work and use of the latter's resources and facilities.

9.A.14. Pay, recognition, benefits, and workloads for full-time and part-time faculty and staff involved with off-campus programs and courses are commensurate with those received by comparable personnel at the home campus, with any exceptions justified.

9.A.15. Programs and courses offered off campus are scheduled in a manner to encourage content mastery as well as course continuity, and to enable students to complete the entire program as announced.

9.A.16. The institution identifies any credit courses not part of a degree program as "not to be used for degree credit."

Reporting and Prior Notification*

1. Addendum to the Annual Report. An institution is expected to report to the Commission, as they occur, in a special addendum to the annual report:

   a. Programs or courses which continue to be offered off campus in locations previously reported.

   b. Courses given off campus, which are offered in the Western Association's region, but which have not been previously reported.

2. Notification at the Time of Initiation. An institution is expected to provide the Commission with notification at the time of the initiation of:

   a. A course at any location outside the Western Association's region, whether or not that course has been previously covered by that institution's accreditation as an offering inside the region.

   b. A program which has been previously covered by that institution's accreditation, at a new location in the Western Association's region.

   c. A new program, not previously included in the institution's accreditation, at a location within the Western Association's region.

3. Prior Notification. An institution is expected to notify the Commission of its intention to offer programs outside the Western Association's region, sufficiently in advance to allow Commission review before the program is initiated.

4. Forms for Prior Notification and Notification at the Time of Initiation are provided on pages 190 and 192.

*Does not apply to non-credit offerings.

Standard 9.B.

An accredited institution entering into any contractual relationship for credit programs* and courses (degree and non-degree) with persons or non-accredited agencies or organizations ensures that academic and fiscal responsibility and control remain with and are exercised by the accredited institution.

The Commission recognizes two kinds of contractual arrangements: (1) degree and certificate programs which devolve from a prescribed pattern or group of courses, and (2) courses that are not necessarily part of a pattern or group but may be arranged on an individual basis and accepted as electives, general education, or applicable toward on-campus majors and certificates.

Any contract drawn to implement such arrangements must make clear that academic and fiscal responsibility and control remain with and are exercised by the accredited institution. Any delegation to a contracting agency does not relieve the institution of its responsibility and accountability. Normally, the academic contribution of the contractor should complement and supplement that of the accredited institution. Contractual arrangements designed to expand the scope of an institution's programs must include provisions for regular, independent evaluation by appropriately qualified personnel of the accredited institution.

An accredited institution planning to offer a contractual program or course for the first time, significantly modify an existing contract, or substantially increase the number of contracts must do so under the provisions of the Commission's Policy on "Substantive Change." Institutions should always check proposed changes in their contractual programs or courses against the Policy on "Substantive Change," page 102.

The evaluation of contractual programs and courses will be part of the evaluation of the institution as a whole. However, under certain circumstances, when new contractual programs are being planned, when existing ones are significantly modified, or when serious questions are raised, contractual programs and courses may be examined separately. Costs for such examinations will be borne by the institution. If serious deviations from Commission policies are found in an evaluation of a contractual program or course, the candidacy or accreditation of the entire institution may be subject to review.

Since accreditation applies to an entire institution and not to specific programs and courses, an institution or a contracting

*As used in Standard 9, "program" may refer to organized groups of courses as well as to "program" as defined in the Glossary, page 176.

individual, agency, or organization will not state under any circumstances that a particular contractual program or course is accredited by the Commission, but will use only the language prescribed by the Commission in its statements regarding candidacy* and accreditation.**

Some, though by no means all, components of this standard are:

9.B.1. The accredited institution possesses appropriately qualified faculty and administrative resources adequate and assigned both to administer the cooperative program and to evaluate it on a regular basis.

9.B.2. Degrees, certificates, and courses to be offered, and the level of credit or competence required for the successful completion of these are determined in advance of the signing of the contract by the accredited institution in accordance with established institutional procedures and under the usual mechanism for faculty and administrative review. All degrees, certificates, or course credit offered are awarded by the accredited institution.

9.B.3. Curricular requirements and content are established by the accredited institution in accordance with regular institutional procedures. Educational resources, such as library and instructional materials, meet the same standards as those used for comparable non-contract educational programs.

9.B.4. Instructional personnel at the non-accredited institution teaching in the cooperative program meet standards set by the accredited institution. To teach in the program they are subject to the same screening procedures as are faculty of the accredited institution. The accredited institution has the authority to prevent any faculty member at the non-accredited institution from teaching in the contractual program.

9.B.5. The accredited institution makes a prior review of all advertising material concerning the contractual program and has veto power over the use of any such material. The accredited institution is responsible for the representations made either by its own field representatives or by

*See Policy on "Institutional Recognition by and Reporting to the Commission," (b) Candidate for Accreditation, page 97.

**See Policy on "Institutional Recognition by and Reporting to the Commission," (c) Accredited Status, page 99.

those of contracting agencies or persons. It is the responsibility of the accredited institution to conform to the laws and regulations of each of the states in which it operates or recruits students, and in particular to see that each of its field representatives working in a state is properly licensed or registered as required by the laws of the state. The non-accredited organization or the contract individual is bound by any or all catalog statements of the accredited institution.

9.B.6. The accredited institution determines the eligibility of those admitted into the program as matriculating students. The accredited institution is responsible for actually evaluating previously earned credits that are submitted for transfer toward the contractual program, degree, or certificate. If credit is awarded for prior learning experience, the determination of the basis for such credit must conform to Commission policy on "Credit for Prior Learning Experience," page 130.

9.B.7. The accredited institution maintains direct control over and accountability for the fiscal operation of the program. All fees are directly payable to the accredited institution. All charges incidental to the contractual program, including refund policies, are published, and students are given this information before registration.

9.B.8. The accredited institution establishes criteria for and conducts evaluation of student progress and is responsible for student counseling.

9.B.9. The accredited institution is responsible for matriculation and registration of students, for the recording of all credit, and for the issuing of all transcripts. The accredited institution maintains current records on all students in the contractual program and has rights of access to additional records of the non-accredited agency or contract individual. Whatever records may be kept by the contractor, notwithstanding, the accredited institution is responsible for having a full and complete record of each student in a contractual program at all times.

9.B.10. All policies, standards, and guidelines applicable to the accredited institution apply equally to the non-accredited agency or contract individual whenever a contract program or course is involved.

9.B.11. All accredited institutions consider the following in the preparation of contracts:

a. The contract specifies which state or territorial laws govern the contract.

b. The contract prohibits assignment (i.e., transfer to another contractual institution or agency) without prior consent.

c. The contract is executed by duly authorized officials of the accredited institution and their counterparts in the non-accredited agency.

d. The contract for the contractual program is developed both to implement the standards for contractual programs and to establish clearly the responsibilities of the respective parties for fulfilling the contract. It would be wise to submit the contract to legal counsel for review.

e. If there are transition periods during the contract program development or implementation when special policies will be in effect, these policies are listed and the transition period delimited.

f. There is a clear statement of what student services, if any, are available to students who are in the contractual program, e.g., health care, financial aid, counseling facilities.

g. Provisions for use of all physical facilities in terms of arrangement, security, and charges are stated.

h. The contract specifies the assignment of liability for damage to persons or property, the terms of indemnification, if any, and the agreed method of resolving claims among the parties.

i. As a rule, contracts are drawn for a specific term with appropriate provisions for earlier termination. Modifications, extensions, and waiver of various contractual provisions are agreed upon in writing by both parties.

j. A process for arbitrating disagreements over the intent of the contract might be considered by both parties.

k. The right of either the accredited institution or the non-accredited agency or contract individual to participate or not participate in competing contractual arrangement is made clear.

Standard 9.C.

Travel-study programs* meet the same academic standards and requirements as regular programs of the institution. Academic credit is not awarded for travel per se.

This standard regarding travel-study programs has been prepared to alleviate existing confusion regarding these programs and to provide the academic standards needed to maintain travel-study courses at a level equivalent to on-campus programs of instruction. Policies and standards from other sections of this Handbook may be applicable and should be applied to travel-study programs to the appropriate extent.

Academic credit may be granted for residence or travel courses which involve an academic experience supplemented by seminars, readings, reports, and similar academic activities, but shall not be permitted for travel per se. Credit and non-credit travel-study courses shall meet the same academic standards and requirements as those of regular campus and off-campus courses of the institution.

Some, though by no means all, components of this standard are:

9.C.1. Credit for full-time travel-study courses is limited to a maximum of one semester unit of credit per week of full-time study. Credit is awarded for academic achievement and performance within program objectives, not for visits and tourist activities.

9.C.2. Credit for preparatory and follow-up activities is, under normal circumstances, part of the credit offered for the course and falls within the standard described above. Whenever these activities are, in the estimation of the institution, above normal, a maximum of one additional semester unit may be included with the travel-study course credit. Thus, a three-week travel-study course would, under normal requirements, provide a maximum of three semester units of credit. This could be raised to four when substantial preparatory and follow-up activities are required.

Preparatory and follow-up activities include readings, papers, course evaluations, local visitations, and pre-travel and follow-up meetings.

Whenever preparatory or follow-up activities are greater than those normally required for one semester unit of credit,

*As used in Standard 9, "program" may refer to organized groups of courses as well as to "programs" as defined in the Glossary, page 176.

the institution will plan and conduct separate courses for this purpose. When preparatory courses are listed as prerequisites for travel, they are not considered part of the travel-study course itself.

9.C.3. Academic credit awarded for participation in travel-study courses is based on the same standards of achievement required for regular on-campus courses as presented in other sections of this Handbook.

9.C.4. Non-credit travel-study courses meet the standards of achievement stated in Standard 9.D. below.

9.C.5. Travel-study courses are under the same institutional control and subject to the same instructional review as other courses. In the event that an individual or non-accredited agency, such as a travel agency, performs or arranges educational functions beyond travel and logistic arrangements as directed by the institution, the Commission standards and policies for contractual relations apply.

Standard 9.D.

Non-credit programs of continuing and extended education are integral to the educational mission of the institution and are characterized by the same quality of planning and instruction as found in credit programs.

Non-credit instructional programs described in this section are designed to meet a variety of adult education needs including: professional and in-service education, career change or advancement, liberal and cultural education, special societal needs (energy, etc.), avocational education, or individually identified needs. These programs may consist of either single courses of instructional units or they may provide an organized sequence of instruction leading to a certificate or other recognition.

The Commission regards these programs and courses as integral parts of the institution. As such, they are to be extensions of the institution's educational services within the institution's overall purposes. The institution is responsible for all aspects of these programs in the same manner that responsibility is required and maintained for regular offerings.

Non-credit programs maintain the same quality of planning and instruction maintained for credit programs. When a unit of measurement of recognition of participation is desired, the Continuing Education Unit (CEU) is normally used. Special measurements and recording standards which might be devised by individual institutions are discouraged.

The purposes of non-credit programs of continuing education and extended education are consonant with the stated purpose and objectives of the institution, and consistent with the institution's ability to provide the necessary level of instruction.

Since accreditation applies to an entire institution and not to specific programs and courses, an institution will not state, under any circumstances, that a particular program, course, or certificate on or off campus is accredited by WASC, but must use only the language prescribed by the Commission in its statements regarding candidacy* and accreditation.**

Some, though by no means all, components of this standard are:

9.D.1. Institutions using the Continuing Education Unit (CEU) for purposes of recording and recognizing student accomplishment follow the national standards and guidelines established for this measurement. These standards define one CEU as being equivalent to ten hours of instruction appropriate to the objectives and purposes of the course, and provided by an instructor qualified in the subject area.

9.D.2. As an alternative to the CEU, non-credit programs may be recorded by title and enrollment, or not recorded. Any recording of student accomplishment or hours of participation should utilize the CEU rather than institutionally developed measurements.

Institutions maintain records which show the level or quantity of service provided through non-credit instruction.

9.D.3. Campus administrators and faculty are significantly involved in planning, maintaining, and evaluating all non-credit programs of continuing and extended education.

9.D.4. Faculty have competence in the field in which they teach and have appropriate academic degrees and/or experience. Screening and appointment procedures identify faculty who have the knowledge and ability to maintain the academic standards of the institution.

9.D.5. Student services consistent with the needs and special characteristics of part-time students are provided to meet the academic and counseling needs of the students in the program.

*See Policy on "Institutional Recognition by and Reporting to the Commission," (b) Candidate for Accreditation, page 97.

**See Policy on "Institutional Recognition by and Reporting to the Commission," (c) Accredited Status, page 99.

9.D.6. All conditions governing non-credit programs are fully disclosed in catalogs, brochures, announcements, and other promotional materials. This information includes fees, refund policies, admission procedures, program standards, and requirements to complete the course or program.

9.D.7. Learning resources, library facilities, laboratories, classrooms, study areas, offices, plus other equipment and facilities are adequate to support the programs or courses offered, regardless of location.

9.D.8. Adequate financial resources are committed to support these programs and courses.

9.D.9. In accordance with standard practices under institutional control, clearly defined budgets and financial records are maintained for non-credit purposes.

9.D.10. These programs are administered under appropriate institutional policies and procedures. These programs report through a clearly defined organization to an appropriate administrator.

APPENDIX H

ESTIMATED ENROLLMENTS IN OFF-CAMPUS PROGRAMS AT THE CALIFORNIA STATE UNIVERSITY AND COLLEGES, 1979-80 TO 1982-83

ESTIMATED ENROLLMENTS IN OFF-CAMPUS PROGRAMS AT THE CALIFORNIA STATE UNIVERSITY AND COLLEGES, 1979-80 TO 1982-83

The FTES (Full-Time-Equivalent Students) limitations were derived from existing enrollments in State University off-campus operations in 1979-80, with growth factors spread over the three-year period beginning in 1980-81. These enrollments are shown in the table below with State and self-support indicated for each category. It should be noted that the figures shown for 1980-81 through 1982-83 are estimates only and that the actual allocations of FTEs by category and by year should be the responsibility of the State University Trustees.

Existing and Projected FTES Enrollments in Off-Campus Operations at the California State University and Colleges 1979-80 Through 1982-83

Category	1979-80	1980-81	1981-82	1982-83
Consortium.				
State Support	-0-	-0-	250	350
Self-Support	170	200	-0-	-0-
External Degree Programs:				
State Support	-0-	865	950	1,150
Self-Support	830	-0-	-0-	-0-
Major Centers (North San Diego, San Francisco, Stockton, and Ventura)				
State Support	265	390	450	550
Self-Support	135	-0-	-0-	-0-
Miscellaneous Courses.				
Degree Related:				
State Support	300	350	450	550
Self-Support	-0-	-0-	-0-	-0-
Non-Degree Related:				
State Support	250	-0-	-0-	-0-
Self-Support	-0-	250	350	450
Totals:				
State Support	815	1,605	2,100	2,600
Self-Support	1,135	450	350	450
Grand Total	1,950	2,055	2,450	3,050

The changes from fee support to State support are based on Recommendation 1: that off-campus degree programs should be given a higher priority for State funding than miscellaneous off-campus courses. As shown in the table, all external degree programs and all Consortium degree programs are currently fee supported, while miscellaneous courses are all State supported. The recommendation proposes to reverse this funding arrangement and to provide for modest growth over the next three years No State funding is provided for the Consortium until 1981-82 because of the State University's belief that one year will be required to convert the Consortium to State support. Only a portion of the FTE in miscellaneous courses (currently State supported) is to be converted to self-support since many such courses are actually part of existing degree programs.

Recommendation 2 proposes an overall limitation of State-supported, off-campus FTES for two reasons:

1. Commission staff believes that the development of external degree programs should be controlled and orderly and that the State University should demonstrate, through its report required to be submitted in 1983, that the proposed growth is warranted and that standards of quality can be maintained; and

2. A single figure for all off-campus operations is proposed (the alternative would be individual limitations on each aspect of State University off-campus operations) so that the Trustees will have sufficient flexibility to manage effectively.

It should be noted that the State University is currently budgeted for 1,000 FTES (815 of which are currently being supported) for the 1979-80 fiscal year, while the systemwide enrollment for the same year is 230,860. The proposed increase by 1982-83 of 1,600 FTES represents an increase of 0.7 percent from the current budgeted figure for off-campus operations, just over 0.2 percent per year for the three-year period.

APPENDIX I

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BIBLIOGRAPHY

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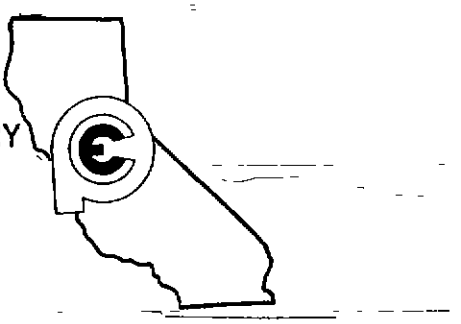
TABLE

REPORTED INCOME FROM STATE SOURCES IN
ONE CALIFORNIA COMMUNITY COLLEGE
FALL 1977

Location	Number of Classes	ADA Reported	Income from State Sources	Profit to District	Loss to District
1	2	4.19	$ 2,803	$ 481	$ --
2	1	2.46	1,646	466	--
3	1	2.28	1,525	569	--
4	1	1.91	1,278	--	1,088
5	19	58.10	38,882	12,878	--
6	13	36.20	24,218	6,906	--
7	6	9.57	6,402	--	484
8	1	1.09	729	--	212
9	4	10.75	7,192	2,936	--
10	17	48.28	32,299	2,313	--
11	11	12.80	8,562	--	10,627
12	1	2.00	1,338	268	--
13	1	1.46	977	284	--
14	1	1.91	1,278	402	--
15	0	0	0	--	131
16	1	1.15	769	--	62
Totals	80	194.15	$129,898	$27,513	$12,604
Net Profit to District				$14,909	

DEGREES OF DIVERSITY

Off-Campus Education in California



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